DOCUMENT RESUME

ED 284 994 CE 048 025

AUTHOR Barrett, John; Lavin, Don
TITLE The Industrial Work Model. A Guide for Developing Transitional and Supported Employment.
INSTITUTION Wisconsin Univ.-Stout, Menomonie. Stout Vocational Rehabilitation Inst.
SPONS AGENCY Rehabilitation Services Administration (ED), Washington, DC.
REPORT NO ISBN-0-916671-73-9
PUB DATE Feb 87
NOTE 148p.
AVAILABLE FROM Materials Development Center, Stout Vocational Rehabilitation Institute, University of Wisconsin-Stout, Menomonie, WI 54751.
PUB TYPE Guides - Non-Classroom Use (055)

EDRS PRICE MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS *Delivery Systems; *Disabilities; Guidelines; *Job Training; Models; Program Administration; Program Budgeting; Program Content; Program Costs; Program Development; Program Implementation; *Sheltered Workshops; *Transitional Programs; *Work Experience Programs
IDENTIFIERS Rise Incorporated; *Supported Work Programs

ABSTRACT

This guide is based on the principles and methods used at Rise, Incorporated, a sheltered workshop providing successful industry-integrated programs for handicapped persons. It is intended to serve as a model both for existing service providers who are interested in retooling their program in the direction of industrial work services and other organizations that may be planning those programs for the first time. The manual is organized in 10 chapters. The first chapter provides a background and rationale for the service model, and Chapter 2 defines the program. Setting up the program is the subject of Chapter 3; Chapter 4 focuses on marketing. Key administrative issues, such as type of work model and service delivery format, wages, production methods and quality, and contract development are discussed in Chapter 5. Funding is analyzed in Chapter 6; Chapter 7 introduces peripheral administrative issues. Chapter 8 comments on staffing, including the Rise staffing model. Service delivery strategies are the topic of Chapter 9, which examines both general program characteristics and specific Rise service modules. The final chapter summarizes the information presented in the earlier parts of the book. Materials are illustrated with examples, sample forms, and flowcharts. A 66-item reference list concludes the document. (KC)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED284994

THE INDUSTRIAL WORK MODEL

A Guide for Developing Transitional & Supported Employment

John Barrett Don Lavin

CE 048025

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☐ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy

MDC
Materials Development Center

"PERMISSION TO REPRODUCE THIS MATERIAL IN MICROFICHE ONLY HAS BEEN GRANTED BY

R Fox

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

THE INDUSTRIAL WORK MODEL

A Guide for Developing Transitional and Supported Employment

by

John Barrett
and
Don Lavin

RISE, INC.

Materials Development Center
Stout Vocational Rehabilitation Institute
School of Education and Human Services
University of Wisconsin-Stout
Menomonie, Wisconsin 54751

February 1987

Copyright © 1987

Materials Development Center
School of Education and Human Services
University of Wisconsin-Stout

All rights reserved. No part of this book may be reproduced or utilized in any form or by any means, electronic or mechanical, including photocopying or recording, or by any information storage or retrieval system without permission in writing from the publisher.

ISBN: 0-916671-73-9

This publication was funded in part by a grant from the Rehabilitation Services Administration, U.S. Department of Education, Washington, D.C.

Foreword

The vocational rehabilitation industry is currently experiencing an accelerated period of change away from traditional models of "sheltered" employment toward more innovative and normative models of industry-based work services. This rapid transition from one service delivery model to another has been fueled by an increasing awareness that people with handicaps, including those with severe disability conditions, can be productive workers in the open labor market with appropriate support services. Although this shift in philosophy and service delivery direction has gained broader acceptance within the public education and rehabilitation communities, the momentum is often times stalled in the program development area because many existing or potential service providers lack the information necessary to plan for, fund, and implement these work models.

In recent years, Rise, Incorporated has received many requests for information and technical assistance regarding the operation of its Industrial Work Model. These requests have come from both administrative and direct service professionals in schools, rehabilitation facilities, sheltered workshops, developmental achievement centers, and other community agencies interested in developing similar programs. As the number of these inquiries multiplied, it became increasingly difficult for us to respond to these requests in an effective manner.

We have decided to write this publication for the purpose of introducing the principles and methods we have found to be critical in developing and operating successful industry-integrated programs. It is intended to serve as a guide both for existing service providers who are interested in "retooling" their program model in the direction of industrial work services and other organizations who may be planning these programs for the first time.

The material covered in this monograph is based on our nine years of experience with Industrial Work Models at Rise. Inevitably, the Rise experience has been shaped by the local economy, funding structures, and human service community of which we are a part. While it has been our experience that most of these principles have fairly broad application, it is vital that the readers of this publication recognize the need to adapt or modify these concepts based upon the prevailing norms in their own communities. We hope readers will find this information useful in their program development efforts and that our experiences may help them avoid some of the mistakes we have come to learn the "hard way."

We would like to acknowledge the board of directors, administration, and staff of Rise, Incorporated for their cooperation and support in our efforts. We would like to thank our Industry-Based Division team whose guidance and hard work have made our industrial work programs a success. We wish to express our gratitude to Twin Cities business leaders who have taken affirmative action in providing employment opportunities for persons with severe disabilities. We are also grateful to the Minnesota Division of Rehabilitation Services, Minnesota Governor's Planning Council on Developmental Disabilities, Anoka County Department of Comprehensive Health and Social Services, Hennepin County Mental Health and Mental Retardation Divisions, Minnesota Department of Human Services - Mental Health Division, and the United Way of the Minneapolis area for their continued support.

In addition, the authors wish to thank the editorial team from Rise including Jan Engmark, Beth DePoint, Lynn Noren, Ann Dalager, Kathie Prieve, Nancy Hoff, Becky

Fink, Barb Byars, and Hans Swemle for their contributions in the preparation of this manuscript. We would also like to thank Ron Fry and Dr. Karl Botterbusch of the Materials Development Center for their guidance and assistance.

The authors would also like to express their gratitude to Mary Stransky-Martancik of Rise, Incoporated and Thomas A. Ebert of Western Industrial Research and Training Centre (WIRTC), Alberta, Canada, for their ideas, support, and important contributions to our work model.

Finally, we would like to especially thank our evaluees, trainees, and employees of Industrial Work Model programs for teaching us that the real limits of their work potential is our own creativity.

John J. Barrett
Don Lavin

January 1987

The Industrial Work Model

Table of Contents

Page Number

Foreword i

Chapter One: Introduction 1

A. Background 1
B. Philosophical Issues 2
C. Rationale 4

Chapter Two: Defining the Program 9

A. Supported Employment 9
B. Transitional Employment 10
C. Key Communication Points 11

Chapter Three: Setting Up the Program 13

A. A Demand for Change 13
B. Conversion to Industry Work Models 13
C. Target Service Population 14
D. Choosing the Work Model 16

Chapter Four: Marketing 19

A. Staying Close to the Customers 19
B. Developing a Marketing Plan 19
C. Marketing Processes 20
D. Industry Site Selection 25

Chapter Five: Key Administrative Issues 29

A. Introduction 29

1. Type of Work Model and Service Delivery Format 30
2. Administrative and Payrolling Agent 31
3. Wage and Hour Compliance/Related Administrative Concerns 33
4. Selection, Supervision, and Service Responsibilities 43
5. Production Methods, Output, and Quality Expectations 46
6. Mutually Acceptable Cost Sharing 47
7. Contract Development 60

Chapter Six: Funding 69

A. Introduction 69

1. New Funding Streams 69
2. Co-Funding Models 72
3. Conversion of Existing Service Dollars 74

Chapter Seven: Peripheral Administrative Issues 79

A. Introduction 79
B. Transportation 79
C. Gaining the Support of Parents and Guardians 80
D. Creating Incentives for Workers in Segregated Settings 82
E. Securing the Support of Existing Staff Persons 84
F. Gaining the Support of Referring Agencies 85

Chapter Eight: Staffing 87

A. Introduction 87
B. Development of TEP and SEP Staff Roles 87
C. Rise Staffing Model 95
D. Important Staff Attributes 100

Chapter Nine: Service Delivery Strategies 103

A. Introduction 103
B. General Program Characteristics 103

1. Time-Limited vs. Ongoing Support Services 103
2. Open-End vs. Closed-End Work Stations 105
3. Competency-Based Training Strategies 106
4. Multiple Work Station Formats 107
5. Train-Place vs. Place-Train Strategies 119
6. Open-Entry, Open-Exit Program Strategies 120
7. Specialized Program Service Tracks 121

C. Specific Rise Service Modules 122

1. Admissions and Orientation Services 122
2. Industrial Evaluation, Exploration and Planning Services 123
3. Job Training Services 124
4. Job Placement Services 130
5. Job Follow-Up and Follow-Along Services 132
6. Case Management Services 133

Chapter Ten: Conclusion 135

Exhibits

Figure One: A Job Placement Impact Study. 7

Figure Two: Industrial Work Model Selection Factors. 32

Figure Three: Prevailing Wage Survey (Sample). 36

Figure Four: Productivity Review for Hourly Jobs (Sample). 38

Figure Five: Standard Setting (Sample) 40

Figure Six: Time Study (Sample) 41

Figure Seven: How SSI Changes Provide Work Incentives (Sample) 44

Figure Eight: Job Analysis Form 48

Figure Nine: Determining Direct Labor Costs-Piece Rate (Sample). 54

Figure Ten: Determining Direct Labor Costs-Hourly Rate (Sample) 56

Figure Eleven: Bid Form 61

Figure Twelve: Operating Agreement/Business Contract. 63

Figure Thirteen: Rise Staffing Model 98

Figure Fourteen A and B: Competency-Based Training Model (Sample) 108

Figure Fifteen: Service Delivery Flow Chart 134

Chapter One

Introduction

A. Background

The authors of this publication have been employed for the past ten years as Executive Director and Program Manager at Rise, Incorporated, a rehabilitation facility located in Minneapolis, Minnesota. Rise is a private, nonprofit corporation organized in 1971 to meet the employment needs of persons with vocational handicaps residing in the Twin Cities metropolitan area. Rise was originally organized as a sheltered workshop providing limited job training and extended employment through the development of subcontract work with local industry.

In 1977, Rise launched a new direction in the provision of its services with the development of our first industrial work site. Through the assistance of a small grant, we were able to initiate job training in the dietary, laundry, and housekeeping departments of a local nursing home. The program was designed to produce competitive employment outcomes and began quite small with only one site supervisor and four trainees.

Our success with the Industrial Work Model was immediate and provided the impetus to expand these opportunities for other workers including those with more severe disabilities. In 1981, Rise expanded this work model to include the provision of supported employment for the first time.

The continued success of the program influenced exciting and profound service delivery changes at Rise. Since the development of its first industrial site, Rise has maintained a nine year commitment of expanding these programming partnerships with the business community. Our Industrial Work Model has evolved gradually and today provides multiple service strategies including specialized programs for adults with mental health and developmental disabilities.

The current work model featured by Rise includes two major service divisions or tracks: the Internal Services Division and the Industry-Based Services Division. The Internal Services Division houses more traditional habilitation programs, such as Sheltered Employment and Work Activity. The Industry-Based Services Division is comprised of non-traditional vocational programs including a Transitional Employment Program (TEP) which features twelve job training areas, two Supported Employment Programs (SEP) serving adults with developmental disabilities and chronic mental illness, a School-to-Work Transition Program for students with special needs, and multiple job placement programs leading to competitive employment outcomes in the open labor market.

In fiscal year 1986, Rise served more than 1,000 persons in all program areas and our total operating budget was just over $2.4 million. We served an average daily census of approximately 600 persons and assisted 276 persons in obtaining competitive or supported employment positions during this period. At the present time, approximately 75% of Rise's case service activities are provided through our Industrial Work Model and other non-traditional program areas.

In 1982 and 1987, Rise was the recipient of the "Outstanding Facility of the Year" award presented by the Minnesota Association of Rehabilitation Facilities

(MARF). Our agency was cited for its progressive services and program achievements in industrial settings. In 1985, Rise was honored with an "Award for Excellence in Vocational Rehabilitation" by the Jeremiah Milbank Foundation for the achievements of our Supported Employment Program. In 1986, our agency was honored with a national award presentation at the White House in Washington, D.C., for the exemplary services offered by our Transitional Employment Program.

Rise is certified by the Commission on Accreditation of Rehabilitation Facilities (CARF) and is an organizational member of the Minnesota Association of Rehabilitation Facilities. We are also organizational members of both the Minnesota and Anoka County Mental Health Advocate Coalitions. Rise presently serves as the administrative unit for the Anoka County Community Support Program and the Anoka County School-to-Work Transition Project. Our agency is also certified by the Minnesota Department of Labor as a qualified vendor of rehabilitation services to the industrially injured worker and maintains a contractual relationship with the local Job Training Partnership Act (JTPA) program.

B. Philosophical Issues

There is a growing evidence that persons with severe disability conditions can perform successfully in industrial work settings with appropriate support services (Vogelsburg and Williams, 1983; Wehman, Hill, Goodall, Cleveland, Brooke, and Pentecost, 1982). In spite of this supporting evidence; however, a vast majority of these persons continue to be served in more restrictive day habilitation programs such as sheltered employment, work activity, and developmental achievement centers. This reality provides a discouraging prognosis for persons with community employment goals as these traditional habilitation formats yield annual job placement rates of only 3% to 12% (State of Minnesota, 1984; U.S. Department of Labor, 1977, 1979; Greenleigh Associates, 1975).

Nearly all community-based agencies responsible for the vocational habilitation and rehabilitation of adults openly embrace the goal of placing their workers into competitive employment. What is the reason, therefore, that on the average, only one person in ten has a chance of achieving this goal?

It has been our experience that this poor performance is related to the core program design and basic values that drive each organization's services. Most of these nonprofit agencies have adopted the sheltered work program as their primary service delivery model. These sheltered work programs, while they may vary greatly in their detail, can be generally characterized as special facilities set up to provide training and employment for workers with disabilities. These services are typically provided in segregated settings by subcontracting work from "regular" companies or in some cases, by manufacturing products of their own (Hagner and Como, 1982). In recent years, there has been considerable debate regarding the adequacy of this model in moving its participants into the competitive labor market (Whitehead, 1985; State of Minnesota, 1984; Bellamy, O'Connor, and Karan, 1979).

In 1976, Rise made fundamental adjustments in its program philosophy and service delivery format following a comprehensive evaluation of its own sheltered work model (Rise Program Evaluation Data, 1977). In this evaluation, the board of directors and management team identified twelve major areas of inadequacy:

1. Our services were delivered in segregated work environments and provided limited access to appropriate role models and interaction with non-handicapped peers.
2. Our work model was restricted to manufacturing or goods-producing jobs, a declining segment of the economy.
3. Our work policies and procedures were not appropriately normed with those of local industry.
4. Although our program services were justified on a "continuum" model, few persons were actually progressing into competitive employment status.
5. Many of our training and service activities included nonfunctional (irrelevant) tasks bearing little or no relationship with success in the working world.
6. Our work setting and services tended to reinforce stereotypical behavior patterns which are not "age-appropriate" or socially valid for adults in our society.
7. Our training model was geared to produce limited outcome options (i.e., work activity, sheltered employment) with no serious effort to prepare participants for competitive employment.
8. Our limited work experiences posed substantial obstacles to generalization of acquired skills to other employment settings.
9. Our staffing pattern lacked the necessary expertise to:

   (a) produce desired community employment outcomes; and
   (b) work effectively with specialized populations including a growing caseload caseload of individuals with major mental health illnesses.

10. Our administrative support structures were weak in facilitating outcomes of competitive employment.
11. Our agency lacked the program evaluation systems needed to monitor program and staff accountability.
12. Our agency lacked the financial resources necessary to achieve our primary organizational goals.

In response to this program evaluation study, Rise proceeded with major organizational reforms. The restructuring of our program design was guided by the following philosophical principles:

1. All persons with vocational handicaps are valued individuals no matter how severe their disabilities may be.
2. They deserve the opportunity and choice to work in the least restrictive, nonsegregated environment possible.
3. They have a right to contribute toward their own self-support and independence.
4. They are capable of acquiring job skills and performing meaningful work in normative business settings when appropriate training and employment support services are available.
5. They deserve to be served by competent staff who are familiar with their disability conditions and capable of producing community employment outcomes.
6. All people will be provided an equal opportunity to work in the open labor market as a first priority regardless of the severity of their disabilities.
7. Our industrial work programs shall be participant-driven to the degree possible based on assessed work potential in addition to marketplace opportunities.

8. The high rate of unemployment among persons with severe disabilities is a systemic problem which can be resolved by effective leadership, program management, and the application of available training technology and support services.

In spite of our success with the Industrial Work Model, Rise continues to serve sheltered workers capable of placement in community businesses. It has been neither economically nor administratively possible for Rise to undergo a complete conversion to the Industrial Work Model, but we do know that adherence to our philosophical principles has paid rich dividends. Our program model today is more responsive to consumer needs and effective in producing employment results compatible with our organizational purpose.

Will Rise be able to place all of its workers with severe disabilities into competitive or supported employment? We are certain a large percentage of these workers can be placed, but we remain uncertain as to whether the need for our sheltered employment program can be eliminated entirely.

In the meantime, Rise plans to continue with basic reforms and modifications in our sheltered work program to improve its overall performance. This plan includes integrating an increased number of competitive or non-handicapped workers and adopting more stringent industrial standards of conduct to achieve a more normalized work environment. Many of the principles which underlay this work model are described in detail by the DuRands in their publication, The Affirmative Industry (DuRand and DuRand, 1980).

C. Rationale

The introduction of the Industrial Work Model at Rise has produced numerous benefits for our organization and program participants. These benefits are as follows:

1. Increased opportunities for socialization with non-handicapped peers. "The very existence of a special facility perpetuates the belief that disabled people belong 'with their own kind,' hindering both their competitive employability and their general perception as citizens of equal rights and dignity" (Hagner and Como, 1982, p. 1). It has been our experience at Rise that integration of the worker into competitive employment settings improves their work behaviors and overall job performance through emulating the behaviors of other peers. This process of behavior modeling is also observed during lunchtime and breaks where socialization more typically occurs. A more segregated sheltered work environment tends to reinforce inappropriate or maladaptive behaviors as the availability of work and social role models is greatly diminished. For these reasons, the Industrial Work Model has proven to be more conducive to job training and employment preparation.

2. Increased opportunities to work in normative business settings which lack traditional stigma and build self-esteem. The addition of industrial work stations has enabled Rise to extend services to many individuals who had refused services previously due to the social stigma associated with the workshop. The segregated work force has had a tendency to drive away prospective service consumers especially men and women with chronic mental health disorders and others with physically related disabilities. The expansion of industrial work opportunities allows Rise to serve new populations in

work settings which enable the participants to feel better about themselves. Improved attitudes and self-esteem increase the individuals' chances of achieving their vocational objectives.

3. Greater diversification of job training and employment options. People with severe disabilities ordinarily have very limited choices available to them concerning the nature of work they would like to do. If they are referred to sheltered work programs, they are often limited to labor intensive assembly or benchwork jobs. The Industrial Work Model has enabled Rise to offer multiple training and employment options in diversified work settings such as banks, binderies, manufacturing plants, hotels, nursing homes, restaurants, and auto body shops. By establishing alliances with businesses, we have greatly expanded the work options available to our consumers and penetrated numerous markets of the local economy, including the growing service-oriented occupations. While no one agency can provide an unlimited number of choices to its participants, Rise has vastly improved the options available thereby creating a more responsive program model. In addition, we have been able to provide these opportunities without the capital outlays which would be necessary to provide these training or employment services internally.

4. Improved equal access to employment in the competitive job market for all persons with disabilities. In earlier years, not all persons served by Rise had an equal opportunity to work outside our workshop walls. We attribute this problem to two decisive factors: (a) referral patterns and procedures, and (b) ineffective program design.

   Prior to a policy change, Rise accepted referrals into its internal training and sheltered work programs relying principally on the judgement of referring agents regarding the need for these services. This resulted in an inevitable referral pattern: those individuals with severe handicapping conditions were referred for sheltered employment without serious consideration for competitive employment. Rise presently observes a referral policy which explores industrial work options as a first service priority for all new candidates regardless of the type or severity of their disabilities. Secondly, the work model employed by Rise was based upon an assumption that participants needed to progress through a continuum of internal service programs until they achieved a level at which they were "ready" for job placement. According to a study conducted by Bellamy (1980), these program continuum formats are extremely ineffective in producing competitive employment outcomes. Due to the unacceptable outcome ratios of our own internal programs, Rise abandoned this model as a primary service system in favor of the Industrial Work Model. This conversion has improved equal access to employment in the community for all participants.

5. Enhanced the workers' learning and transfer of critical job skills and behaviors. It is reasonable to assume that service systems external to the regular labor market will experience greater difficulties producing related employment outcomes. One of the major criticisms of the sheltered work model centers around the limited scope of work tasks available for training and their relevancy to the local job market (Association for Retarded Citizens-Minnesota, 1983). The sheltered work program at Rise provided less than optimum conditions for appraising the actual placement potential of its

workers due to limited job skills instruction and problems related to generalization of these skills to other business settings.

In contrast, our Industrial Work Model now provides direct learning experiences in a variety of occupational areas in the community. These work programs are structured to provide practical training assistance in target vocational skills and behaviors needed to succeed in related employment. Our Industrial Work Model eliminates the previous practice of "screening out" workers based upon disability conditions or performance in more restrictive work settings.

6. Improved staff perceptions regarding the work potential of persons with severe disabilities and increased expertise in producing community-based employment outcomes. Individuals with handicaps who are working in sheltered employment programs are not the only people "sheltered" from the realities of the competitive labor market. Unfortunately, many professional staff working in these restrictive settings are affected as well. The limitations of the sheltered work model affect staff attitudes, values, perceptions, decision-making, and service strategies which ultimately influence the options and outcomes available to sheltered workers.

   It is our experience at Rise that staff attitudes, competencies, and productivity improve dramatically after introduction of the Industrial Work Model. We attribute these improvements to: (a) values clarification - a recognition that persons with severe disabilities can work in industrial settings; (b) increased competency levels - due to staff development training and more frequent contact with the marketplace; and (c) a sense of accomplishment-due to increased program performance and outcome productivity.

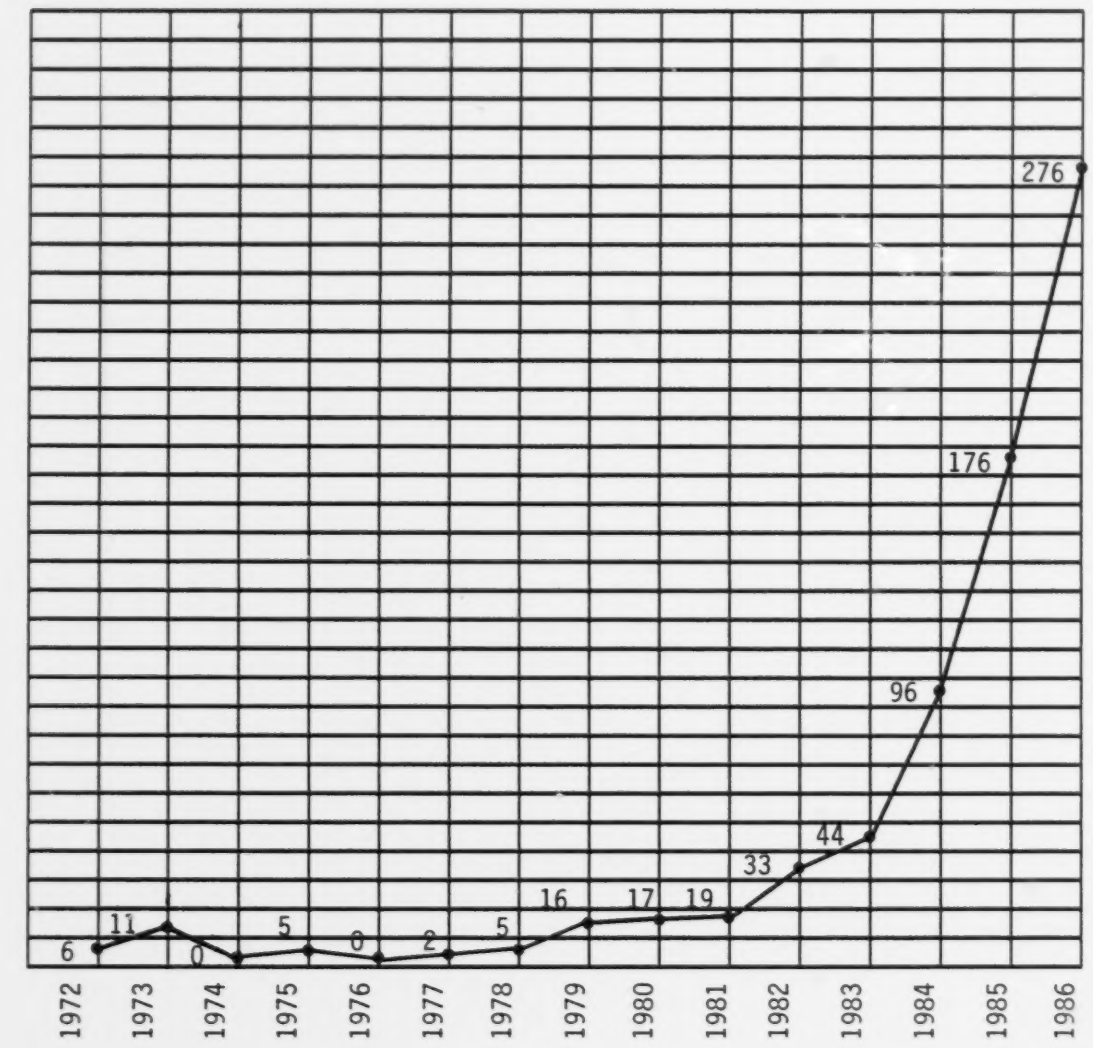
7. Increased job placement outcomes and improved productivity and economic self-sufficiency of workers. The Industrial Work Model has had a significant impact upon the job placement performance of our agency (see Figure 1). This performance has improved from a base of six job placements in fiscal year 1972 to 276 for fiscal year 1986.

A preliminary study of wage rates conducted by our agency also suggests the Industrial Work Model yields increased earnings for its workers as compared to their counterparts in more traditional habilitation programs. The increased earnings of individuals attaining competitive employment comes as no surprise as these individuals are expected to be more productive by definition. The increased productivity of supported employees placed into scattered site and work enclaves, however, may be reflective of more effective service delivery systems.

For a number of years, Rise has been recommending the need for a research project in this area to produce a standardized cost-benefits data base from which comparisons can be made regarding the performance of traditional vs. community work models with a higher degree of validity. In order to effectively study participant outcomes and benefits in an objective way, it will be necessary to maintain research controls to assure the selection processes and relative functioning levels of workers in both study groups are the same.

Figure 1

A Job Placement Impact Study
Fiscal Years 1972-1986



*Industrial Work Model programs were introduced at Rise in fiscal year 1978.

Chapter Two

Defining the Program

There has been a recent explosion of terminology attempting to define training and employment programs conducted in industrial settings. We have encountered a long menu of program titles such as Projects-With-Industry, Community-Based Training, Work Stations in Industry, Workshops Without Walls, External Sheltered Employment, Work Enclaves, Work Experience, On-The-Job Training, Supported Employment, Transitional Employment, and so forth. This lack of standardized nomenclature has caused a great deal of confusion and communication problems among the major stakeholders who purchase, provide, and receive habilitation and rehabilitation services.

Although many programs have claimed to be new or unique in their service approach, virtually all models employ one or a combination of strategies to achieve supported or transitional employment outcomes. For this reason, we would like to define these outcomes in some detail. Portions of these descriptions have been extrapolated from memoranda from the U.S. Department of Education, dated May 1984, and September 5, 1984.

A. Supported Employment

Supported Employment is a means of placing men and women with severe disabilities in industrial settings when competitive employment appears an unlikely outcome. It is a combination of employment and ongoing support services required to sustain these industry-integrated positions. In developing supported employment positions, Rise observes three basic criteria:

1. The individual must be engaged in industry-based employment creating goods or services having economic value to the business and for which he or she receives wages.
2. The individual must require ongoing support services for a minimum of one year or throughout the period of employment without which the employment would be impossible.
3. The individual must have demonstrated opportunity for social integration during the work day with non-handicapped persons who are not paid caregivers.

The Supported Employment Program (SEP) observed by Rise serves workers in one or two outcome tracks: (1) scattered site (individual) work stations; and (2) enclave (group) work stations. Developing work stations on an individual basis is generally a preferred method for creating supported employment outcomes. The scattered-site format is characterized by "place-train" service strategies and initially involves intensive one-to-one supervision at the work place.

The scattered-site placement method allows Rise to: (1) take advantage of broader marketplace opportunities; (2) increase the scope of employment options available to the individual; (3) increase the ratio of social integration to more natural proportions; (4) increase the workers' wage earning potential; and (5) increase the incidence of case closures, thereby reducing overall costs for follow-up services.

In spite of our preference to coordinate individualized placements, it is our experience that the most appropriate service strategy for some individuals with severe disabilities is the work enclave approach. The work enclave format serves small groups of workers (6-10 persons) in industrial settings under the supervision of a work-site supervisor employed by Rise.

The work enclave format may take on two service delivery designs. Some organizations have experienced success by employing mobile work crews to produce goods or services in multiple business settings. Work teams providing janitorial services, for example, illustrates a common use of the mobile crew concept. Other agencies have experienced success with the "stationary" work enclave model where a small team of workers perform tasks to agreed upon specifications at a designated industrial site.

The advantages of the work enclave concept include the following: (1) to provide the host business site with expert training and work supervision support; (2) to provide more intensive supervision than normally available at the work place to assist each worker in maintaining acceptable production and quality performance standards; (3) to gain access to work environments otherwise unavailable to some individuals due to their extensive supervisory needs; and (4) to reduce the costs of providing supported employment for those persons who require the closest level of supervision.

In summary, the supported employment program is the most appropriate service strategy when competitive employment outcomes appear improbable and the individuals are likely to require ongoing or indefinite support services to maintain their employment in the open labor market.

B. Transitional Employment

The primary outcome goal for many Industrial Work Models is competitive employment. Competitive employment is defined in the following way:

1. The individual is engaged in employment in the competitive job market and is paid prevailing wages for all work performed.
2. The individual is supervised by personnel employed by the business (if not self-employed) and after a brief period of job follow-up requires no additional case management or support services.

In order to produce competitive employment outcomes for its participants, many organizations have adopted the transitional employment model. At Rise, the Transitional Employment Program (TEP) provides time-limited job training, placement, and support services to assist trainees in achieving competitive employment consistent with their job goals and work potential.

Presently, Rise provides TEP services in twelve occupational areas: food service, laundry, housekeeping, warehouse, bindery, manufacturing, clerical, nursing assistant, messenger/mail clerk, custodial, auto-body repair assistant, and data entry clerk positions. Most of these vocations were chosen due to a favorable market demand in the Twin Cities for persons trained in these areas.

All of these TEP training areas are designed along competency-based training principles and were developed through job analysis with area employers. These services are provided within appropriate business settings with each host site agreeing to furnish the work space, equipment, supplies, wages, and work tasks essential for

training purposes. Each trainee is provided individualized instruction by a work-site supervisor until he or she masters the competencies required for success in competitive employment. These workers may be absorbed by the host-site when training is terminated or they may be placed in other businesses by job development staff who are members of the TEP service team.

The TEP at Rise is not limited to producing outcomes through those twelve areas in which we offer training. Through "Place and Train" methods, Rise may dispatch a TEP staff member to any business site for training purposes after a job placement is secured. The competitive employment outcomes achieved by TEP participants are, therefore, as broad as the interests and talents of the individuals who comprise the job placement pool.

One of the benefits of the TEP service model is its flexibility. This allows Rise to make appropriate adjustments and shift its focus to new directions in response to changes in the marketplace. This is possible as our agency has very little capital tied up in facilities and equipment needed to provide effective training in these vocational areas.

In summary, the TEP model provides time-limited services including job training, placement, and support services in industry for persons with disabilities who are capable of achieving and maintaining competitive employment. Although TEP has demonstrated its value in producing competitive employment, it may not be the most appropriate service model for persons with severe disabilities who require a more intensive and long-range service strategy.

C. Key Communication Points

It is extremely important that organizations developing Industrial Work Models take special care to define their programs in a manner so referring agencies and prospective participants have a clear understanding of what is being purchased and received in the way of services. In defining our programs, we have found it helpful to communicate the following points:

1. a description of the disability population(s) served and the degree or severity of their handicapping conditions;
2. the types of job skills and behaviors to be acquired by participants;
3. the nature of support services and strategies used such as job training approaches, work supervision, case management and advocacy services, and follow-up methods;
4. the staffing ratios and qualifications of personnel providing direct service activities;
5. the specific types of occupational outcomes and employment status (supported vs. competitive) to be achieved;
6. the frequency, intensity, and duration of services available to participants to achieve and maintain these desired employment outcomes;
7. anticipated wage earnings and other benefits to be derived through employment;
8. transportation and work site accessibility issues;
9. the degree of integration with non-handicapped co-workers;
10. the streams of revenue available to support time-limited services such as training and longer-term support services necessary to sustain supported employment stations; and

11. special policies which may enhance or limit participation in the program such as residency or disability requirements as related to funding.

In summary, the Industrial Work Model is a term developed by Rise to describe a multiplicity of work services provided for men and women with disabilities through the development of partnerships with community businesses. The particular service objectives of industrial work programs may be quite diverse such as vocational assessment, job exploration, job training, and employment development with an ultimate goal to assist participants in achieving competitive or supported employment outcomes. These services may be time-limited or ongoing in nature depending upon the employment development and service needs of the target consumer group.

Chapter Three

Setting Up the Program

A. A Demand for Change

In the past two decades, the vocational rehabilitation industry has made outstanding strides in improving the quality of life for persons with disabilities. This process began with deinstitutionalization, progressed with changes in public attitudes, and was fueled by progressive legislation ensuring the rights of men and women with disabilities to live, learn, and work in their communities. The sheltered work model is a first generation of habilitation services borne from the program technology and public attitudes which prevailed in the 1960's and early 1970's.

The rehabilitation industry and public education systems are now facing new challenges in regards to the provision of services for persons with severe handicaps. These challenges have been influenced by three major factors:

1. increased advocacy efforts directed at fuller integration of consumers into community life;
2. increased demands for accountability and cost efficient employment outcomes in exchange for the expenditure of public funds; and
3. increased demands to apply new program strategies which have demonstrated the employability of persons with severe disabilities in nonsegregated, less restrictive work settings.

Faced with these new challenges, we believe many nonprofit agencies responsible for vocational habilitation and rehabilitation services will be forced to re-examine their organizational purpose and program service formats. The growing evidence would suggest many agencies will need to adjust their focus and adopt Industrial Work Models to improve their performance.

For many organizations, this change will be difficult. Those agencies who have invested years in the sheltered work model may be reluctant to shift their administrative energies in a new direction. In response to this call for change, many of these organizations have had a tendency to adopt a defensive posture. All too frequently, "bruised egos" inhibit an agency from making an objective evaluation of alternative service possibilities.

Whether businesses produce goods or services, they must continue to perfect their products if they hope to remain competitive in the marketplace. Perhaps, it is helpful to realize the rehabilitation industry is not immune from the need to make appropriate business responses to changing consumer demands. The Industrial Work Model may, therefore, be viewed as a new generation of programs needed for the purpose of expanding and improving opportunities for the persons we serve.

B. Conversion to Industry-Work Models

Over the years, Rise has provided information and technical assistance to hundreds of administrative and direct service staff. If there is any one common denominator separating the successful from unsuccessful planners of industrial work programs, it is the degree of involvement by key decision-makers in their respective

organizations. It is our experience that any measure of success in developing industrial work programs is directly proportionate to the administrative investment made by the leadership of each agency.

The message is very clear. It is extremely critical to involve the participation of key decision-makers when planning the development of these work models. These programs are only made possible when an organization's board of directors and executive management are willing to acknowledge their value and invest the administrative resources necessary for their development.

For this reason, we believe leadership training is an essential ingredient in achieving systems change. The key management personnel of public education programs, sheltered workshops, rehabilitation facilities, and other day habilitation programs are in need of such training. It is important to modify their attitudes regarding the work potential of persons with severe disabilities and gain full administrative commitments to avail supported and transitional employment options. They will also need to expand their competencies necessary to administer these work models.

In summary, it is only when the support and participation of each organizations' leadership is secured that substantive conversion toward Industrial Work Models may become a reality for persons with severe handicaps.

C. Target Service Population

The centerpiece of any valid program planning effort must include the target population(s) to be served. Because it will have major administrative implications for your program's overall make-up and service operation, it is important to identify the composition of your caseload. The skill levels and service needs of your participants will impact many administrative decisions such as staff recruitment needs, business development goals, program funding options, program service strategies, and related support systems including transportation services.

Undoubtedly, there are many persons with disabilities who are able to prepare for employment through traditional institutions of education and training. The Industrial Work Model, however, is designed to serve persons who are unable to benefit from conventional education and training due to the severity of their disabilities. Rise has found its SEP and TEP models to be excellent program choices for individuals with learning disabilities, mental retardation, chronic mental illness, head trauma, and other severe physical disability conditions.

One of the primary decisions facing program planners, therefore, is the issue of who they intend to serve. While this may be an elementary decision for many service providers, this becomes a more complex decision for organizations serving individuals with a wide range of disability conditions. Should an organization specialize its programs for concentrated disability groups or diversify its population base to meet broader consumer needs? This is an issue that can only be answered satisfactorily by the planning organization.

At Rise, we have had the opportunity to administer industrial work programs for homogeneous and mixed disability groups. We have experienced positive results with both approaches, but each has its own unique set of advantages and disadvantages.

Our specialized programs, including the SEP for persons with developmental disabilities and chronic mental health disorders, were initiated in response to categorical funding opportunities. By securing additional income streams, Rise was able to expand supported employment options for men and women handicapped by these disability conditions. Conversely, these work stations are unavailable to persons who do not meet the specific program eligibility criteria established by these autonomous funding sources.

A second advantage pertains to staff specialization and expertise. Rise has had the opportunity to recruit highly skilled professionals who are well acquainted with the target populations served in these programs. Specifically, we have employed staff trained in the area of mental health to work with participants who have chronic mental health disabilities. We have discovered staff specialization may indeed improve program performance with disability populations who have been traditionally difficult to place.

Rise has also experienced success with portions of its Industrial Work Model which serve a mixed disability population. The advantages of a generalized caseload permit Rise to provide supported and transitional employment without imposed restrictions such as disability or residency requirements. In addition, a heterogeneous caseload enables a service provider to develop a more versatile work force thereby enhancing its overall marketing opportunities.

It is important that each agency carefully review its population descriptors to assist in their program planning process. This information base includes, but is not limited to the following:

1. number of persons needing services
2. their disabilities and known functional limitations
3. their job interests and goals
4. their income needs
5. their acquired work skills, aptitudes, and behaviors
6. their physical and emotional tolerance
7. their perceptual-motor skills and dexterities
8. their language modalities (speech, reading, writing ability)
9. their social adjustment and interpersonal skills
10. their self-help skills (eating, dressing, toileting, etc.)
11. their mobility skills and transportation accessibility
12. their family support systems
13. their community support systems (social services, residential services, etc.)
14. their adaptive equipment requirements
15. their medication management and compliance
16. their projected needs for employment stations
17. the anticipated support services required to achieve and maintain employment in industry

This gathered information should be analyzed on a collective and individual participant basis. Your data base should provide an administrative framework for planning the most suitable Industrial Work Model and patterns of services required by your service population.

D. Choosing the Work Model

Following this assessment, some organizations will determine a need for supported employment, while others will prefer transitional employment services. It is also likely many agencies will identify a need for a combination of SEP and TEP services to meet the assessed needs of their participants. This may include multiple service structures (scattered site and enclave work stations), combinations of service approaches (train-place and place-train), and a mixed staffing complement.

As previously referenced, our agency has experienced increased placement productivity after introduction of the Industrial Work Model (See Figure 1). We attribute this success, not only to the effective operations of SEP and TEP, but also to the interaction between these service systems.

Since the SEP and TEP models embrace similar goals and share a number of service methods, Rise has found it profitable to organize these programs within the same service division. This has strengthened our structural linkages between programs and enhanced inter-staff communications. We have discovered a service system of greater balance can be achieved by offering combinations of supported and transitional employment options. This strategy has enabled Rise to more effectively respond to the diversified employment needs of its consumers.

The close proximity of these service systems has resulted in direct benefits for our consumers. This includes an exchange of business development leads and shared staff expertise arising from formal and informal communication channels among SEP and TEP personnel.

This cooperation has improved inter-program referral activity when certain individuals can benefit most from services provided in other units. It has also resulted in shared SEP and TEP work stations at particular business sites when this is determined consistent with our participants' training and employment support needs.

The benefits of combining supported and transitional employment services are manifold. For instance, Rise may avail more intensive support services through its SEP units for those TEP graduates struggling in competitive employment or in other circumstances our workers handicapped by secondary disabilities of mental illness may benefit from access to staff trained in the area of mental health. The synergistic effect of this cooperation has been beneficial to SEP and TEP staff and participants alike.

In addition, the interaction of these service systems allows Rise to streamline certain administrative functions. By consolidating such duties as marketing and personnel backup systems, our agency has realized cost-savings through economies of scale.

Based on our success with both approaches, we strongly recommend that agencies planning Industrial Work Models allow themselves the widest margin of flexibility possible. By committing your organization to one or limited service strategies, you may effectively eliminate your program from competition for funds needed to accomplish your goals.

We have found flexibility and diversification to be among the most important principles to observe when planning Industrial Work Models. In recent years, Rise has gradually strengthened its work model by diversifying its: (1) service populations; (2)

employment service approaches; (3) staffing complement; (4) host business sites; and (5) program funding streams.

This is not to imply program planners should design a work model which will be "all things to all people." After agencies identify the target populations they have chosen to serve, it is prudent to develop administrative plans which consider numerous strategies for achieving desired service objectives. This planning approach should assist an organization in reviewing its opportunities and establish a contingency base when preferred options are unobtainable.

Chapter 4

Marketing the Program

A. Staying Close to the Customers

In their bestseller book "In Search of Excellence" Peters and Waterman reveal the importance of remaining "close to the customer" as an important quality in the best run companies in America (Peters and Waterman, 1982). It has been our observation, however, that many agencies providing habilitation and rehabilitation services have a very limited vision of who their customers really are. A prevailing attitude among these organizations is that they are in the business of providing work and related services for people with disabilities. All too frequently, the industrial community is overlooked as a primary customer deserving equal administrative attention.

Our advice to organizations planning an Industrial Work Model is very basic. It is critical to recognize that you will be in the business of serving two publics: (1) your service consumers; and (2) employers in your local economy. We have found it important to develop a balanced program design which effectively meets the goals and needs of both these customers.

Rise has discovered that a true partnership between rehabilitation and industry is only possible when both principles stand to gain something. The core of our marketing philosophy, therefore, is to search out and secure the partnership of those businesses where mutual corporate benefits and goal attainment can be achieved. When we are successful, these relationships are based upon sound business principles, not charity.

One of the major weaknesses of our rehabilitation industry, however, has been its historical lack of administrative expertise in business management. There is little question that organizations interested in the Industrial Work Model will need to develop an improved business orientation. This includes the acquisition of competencies needed to administer SEP and TEP services. To put it simply, agencies who fail to recognize the importance of assisting employers in meeting their business objectives will discover a short-lived welcome in the marketplace.

B. Developing a Marketing Plan

After an organization has completed an assessment of its target population's employment needs, the next important step is to develop a compatible marketing plan. The American Marketing Association defines marketing as "a process of planning and executing the conception, pricing, promotion, and distribution of ideas, goods or services to create exchanges that satisfy individual and organizational objectives" (Marketing News, 3-1-85).

It is important your marketing plan is reduced to a written document to insure all key organizational players understand your proposed business development needs, objectives, strategies, resources, timetables, and staff responsibilities. If properly developed, this document may serve as a useful framework for directing and evaluating all industry marketing activities. Should your organization require assistance in developing a suitable business development plan, you may wish to consider hiring

expert consultation or acquiring material aids from such sources as the U.S. Small Business Administration and your local library.

It is important to begin a marketing plan by conducting a comprehensive labor market analysis in the geographic area you propose to operate your program. A marketing plan is useless unless it is consistent with opportunities in the local economy. In other words, make certain there is a demand for the product you intend to market to business leaders.

Once you have established your service population and overall make-up of the local economy, the next step is to assess your marketplace opportunities. Your responses to the following series of questions may assist you in this process:

1. Are new businesses developing in your service area?
2. Are existing industries expanding to new products or service lines?
3. Are you aware of industries where the work is labor intensive?
4. Do you know of companies experiencing a high degree of employee turnover or absenteeism?
5. Are you aware of industries experiencing productivity problems or work overload situations?
6. Do you know of businesses who frequently contract with employment agencies for their labor?
7. Do you know of businesses which are owned and operated by friends, acquaintances, or family members of staff or service consumers?
8. Are you aware of businesses owned and operated by members of minority groups?
9. Might certain public service agencies be approached about demonstrating a leadership role?
10. Have some industries contacted you to demonstrate their affirmative action intentions?
11. Are you aware of circumstances where company operations may be improved or enhanced by the creation of new jobs or tasks?
12. Do you know of companies interested in reducing their operating costs?
13. Are you presently doing subcontract work internally which could be performed equally well at the industry's plant?

Once you have established your possibilities, you may begin to map out strategies for approaching industry leaders about the Industrial Work Model.

C. Marketing Processes

Although many key staff members will likely contribute toward the development of the agency's marketing plan, it is advisable your implementation strategies be assigned to persons experienced in sales, marketing, or job development when such options are available. It is important that the initial employer contact be carried out by personnel who are enthusiastic, confident, knowledgeable, and articulate about the Industrial Work Model. They should dress in a "business-like" manner and be capable of conversing with employers in simple, understandable terms.

At Rise, we have found it to be beneficial to divide the labor for marketing work stations among specialized marketing representatives and job placement staff. Our job placement specialists are responsible for developing scattered site employment

stations and providing required on-site training and support services needed by the employees.

Rise's marketing representatives assume primary responsibility for developing work enclave stations according to the specifications described in our marketing plan. By consolidating our marketing needs for internal contract procurement with industrial enclave stations, we have found our marketing representatives can approach the business community with increased workforce options and capabilities.

In order to take full advantage of your market place opportunities, it is suggested you consider establishing a comprehensive communication network for securing job development leads. Although sources of job leads may be very basic in smaller or rural communities, they may indeed be complex and broad in some urban areas.

Throughout the years, Rise has been successful in developing industrial work stations after receiving "tips" or "leads" from a variety of sources. Some of the sources of leads and marketing strategies we have found to be effective include the following:

1. referrals from Rise Board of Directors and membership;
2. soliciting businesses currently contracting with our sheltered employment program;
3. referrals from existing business contacts;
4. referrals from families, friends, and acquaintances of agency staff and participants;
5. participation in local Chambers of Commerce;
6. participation in local business associations;
7. participation in professional associations;
8. reviewing newspaper classified ads;
9. reviewing yellow pages - telephone directories;
10. speaking with city planners about new business development;
11. networking with job development organizations including State Employment Service, Job Training Partnership Act (JTPA), State Division of Rehabilitation Services, other rehabilitation facilities, etc.;
12. watching for new business construction and development;
13. soliciting assistance from elected government officials;
14. reviewing employer job vacancy mailings;
15. reviewing published directories of industries and businesses;
16. answering responses to Rise advertising and public relations articles;
17. making oral and video-tape presentations to a variety of audiences, including employer groups, civic groups, United Way contributors, social clubs, etc.;
18. lobbying the assistance of consumer groups and advocacy associations such as local Association for Retarded Citizens (ARC) and Mental Health Advocates Coalition (MHAC);
19. developing an active marketing advisory committee comprised of business leaders to generate ideas and expert guidance;
20. networking with school programs including vocational-technical training and secondary special education or vocational education;
21. conducting cold calls;
22. using direct mail advertising techniques; and
23. guiding tours of existing host business sites.

Rise has discovered it is helpful to increase your base of job leads and information to the degree it is possible. This maximizes the number of options available to

your agency and enables you to sort and match presenting opportunities with your marketing and job placement objectives.

Before you decide to approach specific businesses about their interest in establishing a partnership, it would be wise for you to consider the potential incentives you are in a position to offer. The specific incentives offered by Rise are variable and determined after we have had the opportunity to learn more about an employers' needs, goals, problems, interests, and willingness to host work stations.

This information is extremely important as it allows our agency to: (a) determine whether a possible match is in the offing; (b) assess the competition and the incentives they are willing to offer; (c) determine the resources we need to expend to achieve a match; (d) measure each option against other opportunities available to us; and (e) present our best possible proposal for consideration.

In order for you to weigh the appropriate mix of incentives to offer employers, it is imperative to gather as much information about their needs as possible. It is important for you to recognize that what may constitute a major incentive for one business may have little meaning for others. To illustrate this issue, consider the following examples:

1. The business with a stable workforce may be less impressed with your capacity to provide a reliable worker or workforce than the employer with chronic personnel turnover and absenteeism problems.
2. Smaller businesses concerned with cash flow problems may be motivated by your capacity to defray labor costs through various wage subsidy incentives while others may be more interested in longer-range federal tax incentives.
3. While one industry may be impressed by your offer to avail staff training, supervision, and support services for prospective workers, some employers will not welcome the presence of "outsiders" in their workplace.
4. While some industries may express moderate interest in hiring workers with disabilities, others may be obligated to recruit a percentage of targeted employees due to the acquisition of federal contracts.
5. Some industries will demand a minimum productivity output from their employees, while others may be willing to sacrifice some productivity in return for guaranteed dependability.
6. Although many businesses may be interested in your offer to provide ongoing staff support for an enclave of workers at no cost, some industries may be in a financial position to pay for all or a portion of this supervision.

We have discovered the best method for approaching employers is on an individualized service basis. The best proposals to present to businesses are plans which are customized and clearly responsive to their expressed goals and needs.

The incentives Rise finds itself in a position to offer an employer are also affected by other factors. These include:

1. the size of the program or number of work stations available to our participants;
2. the type of work stations (SEP, TEP or combined) we need to activate;
3. the administrative payrolling structure the employer wishes to engage; and
4. the staff and financial resources available to us and our interest in expending them to consummate a deal.

Although your best policy is to approach employers with individualized incentive packages, it is in your interest to establish a pool of potential incentives you may be in a position to offer. By identifying all of your possible options, you will provide your marketing personnel with an "arsenal" of incentives they may discuss on a preliminary basis with interested employers.

If there are any three common characteristics which separate business leaders in private industry as members of a single fraternity, it is the following:

1. their unanimous interest in increasing their profit margins;
2. to earn these profits with as few operational hassles as possible; and
3. to maintain a positive business image in their surrounding communities.

Accordingly, Rise has discovered those incentives which attract the interests of business leaders fall into three principal domains: (1) economic gains; (2) operational and labor resource incentives; and (3) positive community relations.

The economic advantages you may offer industry are driven by many variables. Federal, state, and local wage subsidy programs, for example, may provide excellent incentives for employers to hire workers with disabilities. Most wage subsidy programs are temporary in nature, however, as their purpose is to help defray labor costs during the workers' initial learning period on the job.

Rise has been fortunate to gain access to numerous wage subsidy programs including the Association for Retarded Citizens' (ARC) On-the-Job Training (OJT) Project, State of Minnesota's Emergency Employment Development (MEED) Program, Minnesota Division of Rehabilitation Services' (OJT) options, and special programs available through our local Job Training Partnership Act (JTPA) agencies. Although we have found these wage subsidy programs to be useful in our job development, it is important to obtain current information about subsidy options as their availability and policies for eligibility seem to change with great frequency.

In recent years, the federal Targeted Jobs Tax Credit (TJTC) Program has provided a strong incentive for many employers who have hired workers through Rise. The tax benefits available through TJTC have motivated many employers in the United States to actively recruit workers from targeted minority groups including people with disabilities. Organizations interested in the TJTC program should contact their state vocational rehabilitation agency for information on eligibility, procedures, and completion of appropriate forms.

In many circumstances, Rise has been able to reduce personnel costs at industrial host sites by establishing contracts for labor. These options are sometimes exercised when our agency is interested in placing a small group (6-10 workers) within an industrial site.

Under these arrangements, many employers have realized cost savings because they pay only for work that is completed prior to agreed upon specifications with Rise sometimes serving as the payrolling agent. The actual cost savings to a business is variable, however, and contingent upon such factors as the number of workers assigned to the host site, local wage norms, fringe benefit costs, levels of supervision required, and other factors open to negotiation.

Many businesses experience high administrative costs related to their recruitment of new personnel. The hotel and hospitality industries, for example, invest a great

deal of energy and money on advertising, hiring, training, and supervising new employees. In such instances, Rise has demonstrated it is capable of streamlining a business' administrative expenses and improving their employee recruitment process when we assume a share of the responsibility.

As an agency which provides in-house, as well as industrially based employment options, Rise has experienced numerous marketing advantages. Some businesses will prefer to contract with our internal work program because of insufficient space, facilities, or equipment. Many industries, however, will choose contracting options outside a sheltered workshop due to other operational incentives including: "(a) greater production control; (b) faster turnaround of its products; (c) no shipping costs; and (d) reduced overhead expenses" (Hagner and Como, 1982).

Those businesses deciding to participate in an Industrial Work Model may experience a broad range of personnel benefits. Most employers served by Rise have been impressed by their access to a flexible and versatile pool of workers. Accordingly, we have strived to supply a variety of personnel options including:

1. workers who are motivated, dependable, and trained;
2. workers who are experienced in unskilled, semi-skilled, trade, paraprofessional and professional occupations;
3. workers who are available on a part-time, full-time, temporary, or permanent basis; and
4. guaranteed staff support services on a part-time, full-time, temporary, or continuous basis as needed by our workers at the host site.

Many host industries are delighted to receive public recognition for the important role they play in our partnership. In order to reward those employers who have made significant contributions as hosts of SEP or TEP work stations, Rise has made special efforts to promote public recognition in their behalf. Our agency has:

1. produced feature articles in our organizational newspaper;
2. prepared press releases for community newspapers;
3. guided tours of exemplary work sites;
4. identified participating industries in brochures, presentations, and video-film productions; and
5. presented community service awards to host sites and their personnel for their outstanding contributions.

After you have mapped out your marketing plan, you should be ready to approach targeted businesses. You will soon come to learn that the particular industry personnel you will need to speak to varies from business to business. If you are approaching a business based on referral, then perhaps you already know the name of the person and the role he or she plays in the operation. If not, it is important to explain your intent as simply as possible so receiving personnel may refer you to the appropriate contact person.

Our job placement staff, who are responsible for the development of scattered work sites, normally request to speak with the individual responsible for hiring. In larger organizations, they are typically referred to the personnel department, and in smaller businesses they are ordinarily referred to owners, managers, or supervisory staff who assume this function.

When Rise approaches an industry about their interest in hosting work enclaves, we try to contact key decision makers in the organization as our proposals are likely to require approval from top management personnel. Our marketing representatives normally meet with persons who carry such titles as president, vice president of operations, plant or production manager, general manager, department head, and so forth. It is not uncommon for a business owner or chief executive officer to support our proposal but delegate the operational details to subordinates within the organization.

While it is important to establish incentives for employers to consider, it is extremely important not to "oversell" your capabilities. You are likely to encounter some opportunities for which you have neither the expertise nor resources to handle. It is far better to turn down these "opportunities" rather than risk tarnishing your credibility as a business partner. This is especially true in smaller communities where a poor reputation or track record may limit further considerations.

Finally, the process of marketing work stations can be initially discouraging for inexperienced organizations and staff. It is not realistic to expect immediate dividends from your investments. It is important to remember the concepts you are presenting to a business are likely to be new and will require careful evaluation on their part. It is not uncommon for many months to elapse before a formal response to your proposal is received. In some circumstances, Rise has recommended time-limited pilot projects to establish our credibility with a new company. In any case, it is important to recognize that marketing is a time consuming process which requires a great deal of patience.

In summary, the keys to successful marketing include: (1) effective planning and preparation; (2) offering quality products and services at competitive prices; (3) persistence; and (4) attentive customer services (Western Industrial Record, Ebert, 1986). Your observance of these qualities is likely to lead to positive and long-term business associations with targeted industries in your community.

D. Industry Site Selection

It is important to remember there are two sides to a business partnership. Before your organization agrees to develop work stations with an employer, we strongly urge you to conduct a comprehensive job analysis to insure the opportunity is consistent with your job development goals. This is an extremely important process because it enables you to assess all of your options and choose the best ones available to you.

Rise considers many factors very closely before we reach a decision to place an individual or enclave of workers at a particular industry. The following checklist may be of help to you in evaluating the quality of your marketplace leads:

1. Is the work meaningful? Does it have economic value to the employer?
2. Does the work match the job interests of the person(s) you intend to place?
3. Is the work temporary, seasonal, or permanent? Is it sufficient to meet the service or employment objectives of the worker(s)?
4. Are you interested in developing SEP, TEP, or a combination of these work stations? How many work stations are you interested in securing at the site? How many work stations are available to you?

5. What are the specific job duties and standards of performance expected by the company? Do you have workers who can presently perform the tasks? If not, is there a reasonable expectation they can learn the job routine with appropriate training and support services? What is the approximate length of time needed for the worker(s) to master the required job skills? What additional support services will be required after the worker(s) have learned the job?
6. Will the worker(s) acquire marketable job skills?
7. Is the work schedule and hours of employment compatible with the needs of the person(s) you intend to place?
8. What will your staffing requirements be? Do you have or can you obtain the necessary staff expertise? Is the opportunity worth your expenditure of staff resources? Is there an opportunity to share in the cost of supervision for an enclave of workers?
9. Is the company in stable financial condition?
10. Have you determined who will be the administrative payrolling agent? If you negotiate contracts for labor, are the financial arrangements fair and agreeable?
11. Will the worker(s) be paid fair wages for their labor?
12. Is the company located in a geographic location you desire? Is it accessible to public transportation? Does your organization have the resources to transport the worker(s)?
13. Is the building fully accessible to persons with mobility problems? Is the work setting safe and clean? Are there hazardous materials, chemicals, or equipment in close proximity to the work?
14. What are the physical demands and tolerances required of the worker(s)? Are there extremes in temperatures, dust, noise, or other environmental factors? Are there lifting requirements or other heavy physical demands?
15. Will the worker(s) require special clothing, tools, or equipment? Will these be provided by the company?
16. Will the facilities (lunchroom, restroom, lockers, etc.) used by other employees be available to workers in SEP or TEP work stations?
17. What are the attitudes of the company's executive and key management staff about the presence of SEP or TEP work stations? What is the attitude of supervisory staff who will work directly with the worker(s)?
18. Is the company sufficiently flexible to allow for reasonable work site accommodations? Are they willing to permit the presence of your staff to deliver required support services? Are they willing to consider job restructuring options? Will they allow you to supply more workers than normally required on a competitive basis if wage reimbursement norms are appropriately modified? Are they willing to permit modest structural changes in the work setting to accommodate the needs of some workers?
19. What is the general make-up of the company's work force? Will they be receptive to the presence of workers with disabilities? Is there ample opportunity for interaction with non-handicapped employees?
20. How does the company treat its current employees? Are there employee morale problems? Do you have any concerns about the potential for exploitation of your workers?
21. Is the company unionized? Will labor union leaders oppose the presence of SEP or TEP work stations? Are there provisions in their labor contract which exempt certain categories of work? Can the workers join the union?

The nature of your responses to these questions and others should provide you with a good indication of your compatibility with the industry site. It makes a great

deal of sense for you to gather the information you need to answer these questions as accurately and completely as you can.

Chapter Five

Key Administrative Issues

A. Introduction

Once you have achieved a compatible match with a prospective business partner, you may need to discuss important administrative issues with appropriate company representatives. The particular concerns you will need to negotiate are, of course, likely to vary with each business depending upon their respective requirements and preferences, your program objectives, and compliance with applicable government regulations pertaining to the placement of workers with severe handicaps in industrial work settings.

When your primary objective is to produce competitive employment outcomes (as defined in Chapter Two), the details of administrative planning are not likely to vary significantly. The business will, either at the onset or eventually, hire the workers as employees and assume major responsibility for their supervision. It is also likely the workers placed at the company will earn prevailing wages or reach a level where competitive wages are obtained following a transitional training period.

Although your role in developing competitive employment is critical to the success of the outcome, this involvement is typically time-limited in nature. In these circumstances, your agency will be responsible for providing those activities or services which are necessary for achieving a satisfactory employment arrangement, but the company will probably assume customary administrative responsibilities as the employing organization.

In your efforts to establish an Industrial Work Model, however, you are likely to encounter a number of administrative issues which will require careful negotiation with company representatives. As you approach a business about their interest in hosting TEP or SEP work stations, you should keep in mind these partnerships can be set up, structured, and administered in a variety of ways.

The administrative details you will need to consider will, of course, vary significantly with each company, but it has been our experience that the major issues tend to focus about the following subject matters:

1. the type of work model (i.e., TEP or SEP) and service delivery format (scattered site, enclave stations, mobile work crews, etc.) you choose to implement;
2. who will be the payrolling agent, your agency or the employer;
3. wage payment methods and related administrative implications;
4. who will assume responsibilities governing the selection, job training, work supervision, and support services required by the workers you intend to place;
5. work methods, quality assurance, productivity expectations, inter-organizational communications, and related operational concerns;
6. mutually acceptable cost-sharing associated with the development and maintenance of your partnership; and
7. development of placement agreements or business contracts which clearly delineate the responsibilities and terms of your partnership.

Due to the importance of these topics in your negotiations, they will be addressed individually.

1. Type of Work Model and Service Delivery Format

The type of work model and service delivery format you choose to implement will be influenced by the quality of your homework in two previously discussed areas:

* your own considerations as recorded in your organizations's marketing plan, and
* the industry's considerations as detailed by your job analysis study with company representatives.

The following checklists have been assembled as a means of summarizing the key points which should logically enter into your decision-making process. Some of this information has been consolidated from presentations made in Chapters 3 and 4 of this publication but are worth repeating as they relate to your negotiation of work stations. Readers who may be uncertain of their work model needs are strongly urged to review the contents of these chapters for more complete information and analysis.

Industrial Work Model Selection Checklists

a. Organizational Considerations

* Have you identified the service population you intend to place?
* How many workers will require services?
* What have been their previous vocational or employment experiences?
* What are their job interests and employment goals?
* What are their present levels of functioning?
* What are their anticipated learning obstacles?
* Will they have difficulties generalizing learned skills?
* What are their anticipated work potentials and barriers?
* What are their anticipated earning capacities and limitations?
* What types of job training, supervision, and other support services will be needed to achieve satisfactory performance?
* Will these services be time-limited or long-range in nature?
* With what frequency or level of intensity will these services be required?
* What are the workers' income requirements?
* How will earned income impact other income maintenance programs such as Supplemental Security Income (SSI) or Medical Assistance (MA)?
* What are the staffing resources you are in a position to offer the industry site and prospective workers?
* What are the transportation resources or means available to your organization and the workers?

b. Industry Site Considerations

* What type of work are you considering for your workers?
* What are the specific job duties and competencies required to achieve satisfactory performance?

- Can the prospective workers presently do the work?
- What services will be required to obtain minimum production and quality standards required by the company?
- To what degree is the company willing to share responsibilities for training and supervision of the workers?
- How many work stations is the business willing to offer?
- What is the job market potential for skills to be acquired by the workers?
- What productivity pressures or expectations will be assumed by the workers and your organization?
- Is the opportunity worth the risks your organization will be required to take?
- Will the prospective site accommodate the job training and/or employment objectives of your organization?
- Is the business sufficiently flexible to accommodate the job restructuring, training, and supervisory needs likely to be required by the workers?
- Is the business interested in a work model which may provide a source of trained competitive employees?
- Is the company more concerned about results and less interested in the processes or means by which it will be accomplished?
- Can the company accommodate the presence of more workers than normally required on a competitive basis?
- Can the company accommodate transitional work stations or will a stable work force be preferable to do the work?
- Will the company permit the presence of your staff to deliver required support services?
- Is the company committed to your mission of providing Industrial Work Model opportunities for persons traditionally excluded from employment in the open labor market?

Your responses to these inquiries and others will assist your agency in matching its job development needs with those marketplace opportunities which present themselves in your community. Although this match process is far from precise, it will provide your agency with a framework for choosing the most suitable work model and service delivery format needed to achieve your organizational objectives and those of the prospective host site.

Figure 2 on the next page identifies the major factors and processes which influence Industrial Work Model selection.

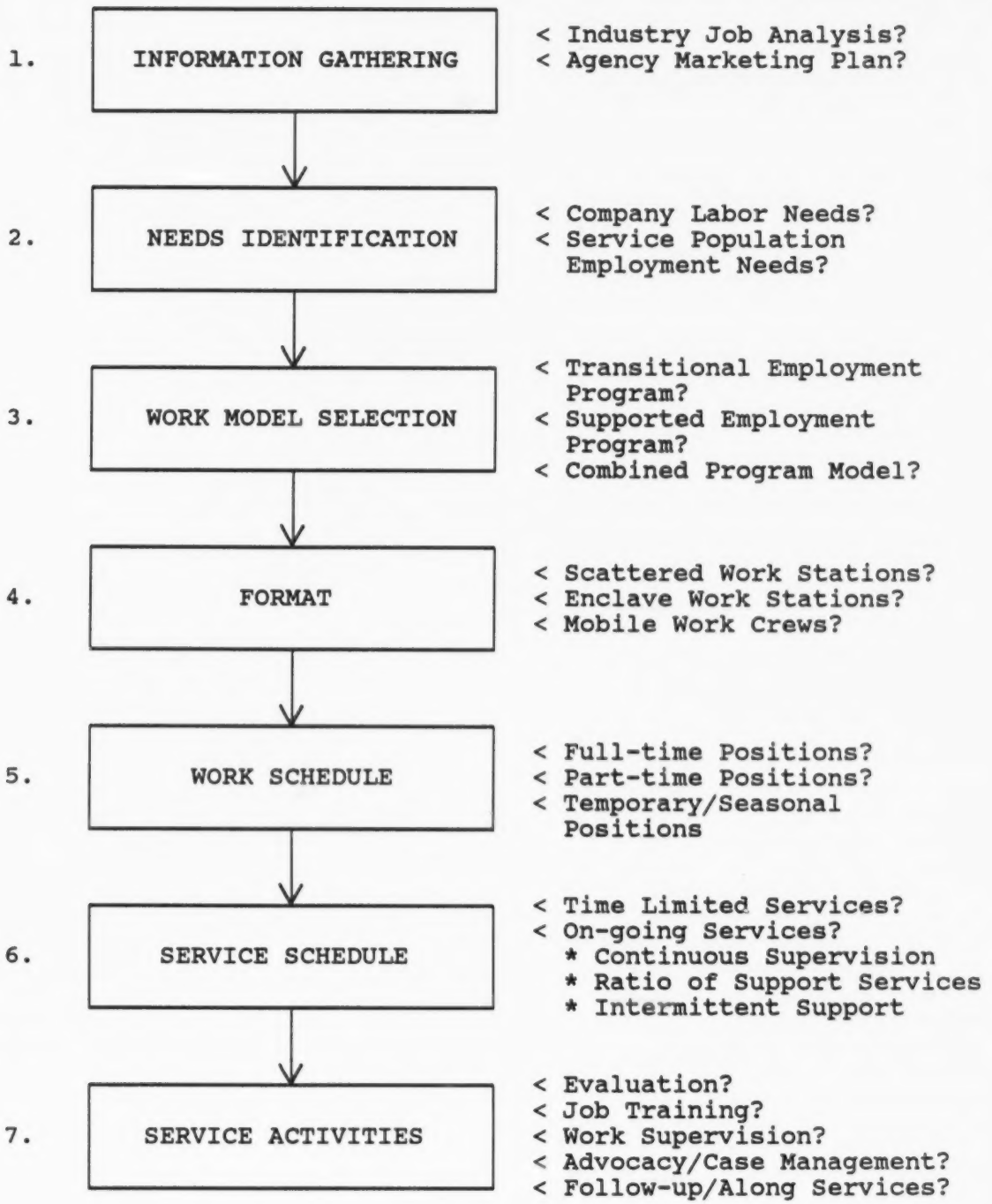
2. Administrative and Payrolling Agent

When you are negotiating industrial work stations with a business, you will need to reach a decision regarding the role of employment and administrative payrolling agent. This decision is important as it will have fiscal and administrative implications for the responsible organization including wage reimbursement, FICA, worker's compensation, liability insurance, and fringe benefits.

It is generally preferable for the business site to serve in the role of employer. This is especially true when the workers you intend to place will be earning prevailing wages for the work they will perform. Rise has experienced two major advantages in having the host site serve in the role of employer:

Figure 2

Industrial Work Model
Major Selection Factors and Processes



a. You will establish the most normalizing relationships possible for the workers and other personnel employed by the company.
b. You will streamline your administrative responsibilities as the company will cover wages, payroll taxes, fringe benefits, and related matters as they do for other employees.

Although it is preferable for the company to serve in the role of employer, it is sometimes more practical for your agency to assume this responsibility. We have found this administrative arrangement to be particularly helpful for some business sites who are hosts of work enclaves or mobile work crews. The major advantages of offering to serve in the role of employer are as follows:

a. to allay employer concerns regarding the risks they will be undertaking administratively as hosts of industrial work stations;
b. to establish trial employment projects which introduce Industrial Work Model concepts and demonstrate the work potential of persons with severe disabilities;
c. to create incentives for employers who prefer to subcontract all or portions of their labor needs;
d. to provide a convenient administrative option for those companies whose labor needs may be part-time, temporary or seasonal in nature;
e. to establish increased control regarding the selection and flow of workers into industrial work stations; and
f. to manage the increased paperwork and administrative details associated with federal Wage and Hour compliance and wage payment to workers functioning substantially below established competitive productivity standards for the work being performed.

3. Wage and Hour Compliance and Related Administrative Concerns

Perhaps, one of the most misunderstood administrative areas related to the provision of Industrial Work Model services concerns wage payment to workers and compliance with regulations governed by the U.S. Department of Labor; Wage and Hour Division. The laws governing wage payment, fringe benefits, and other minimum standards for the administration of training and employment in industry settings are indeed complex and not necessarily uniform on a state-by-state basis. **For this reason, it is strongly suggested that planners of industrial work model services become fully acquainted with all applicable federal, state, and local regulations prior to initiating such services.** Failure to do so could result in substantial financial penalties and assessed back wages to those agencies and host business sites found to be out of compliance with these standards.

The principle federal laws governing wage payment standards and recordkeeping procedures for workers with severe handicaps is the Fair Labor Standards Act (FLSA). A copy of the FLSA may be obtained by contacting the regional office of the Department of Labor in your area. You may also wish to contact the National Association of Rehabilitation Facilities (NARF) which has prepared a handbook to assist organizations in understanding all applicable federal laws, regulations, and requirements relative to subminimum wage payments to workers with severe handicaps.

As state laws will vary in their standards for the administration of training and employment programs for workers with severe handicaps, we would also advise you to contact local authorities to assure you are operating these work models in accordance

with all applicable regulations in your area. You might contact your local state office of Vocational Rehabilitation for information and assistance in this regard. If they are not in a position to help you, they may be aware of experts in your area who may be willing to offer your organization the technical assistance you require.

A major assumption underlying the Industrial Work Model is the notion all workers will be performing meaningful tasks having economic value to the host business site. For this reason, it is fully expected the workers will receive fair wages for their work efforts. It is your responsibility to ensure the workers' wage compensation is equitable and in appropriate measure with their job performance as defined by provisions in the FLSA.

One of your organizations most important responsibilities is to serve in an advocacy capacity for the workers you place in industrial work stations. Accordingly, your highest priority should be the goal of obtaining commensurate wages for these workers. Those workers performing at established competitive production levels are entitled to prevailing wages and other fringe benefits afforded nonhandicapped persons performing the same or similar work. It is your responsibility to protect these rights in their behalf.

Your organization should never enter into negotiations with a company given a preconception they will be unwilling to pay competitive wages to a worker who is severely handicapped. In some work environments, the rate of production speed may be considered secondary to quality of work or employee reliability. In these circumstances, an employer may be willing to compensate the workers full wage and fringe benefits in return for other qualities they will achieve by hosting work stations.

In actual practice, you are likely to encounter circumstances in which the workers are performing substantially below competitive production standards, and it is not economically viable for a company to compensate these individuals at the prevailing wage. In these instances, federal regulations do permit subminimum or commensurate wage payments to the workers under the provisions of special certificates issued by the U.S. Department of Labor; Wage and Hour Division.

A commensurate wage is determined by measuring the individual productivity of a worker who is severely handicapped in relationship to the rate paid nonhandicapped persons doing the same work in the same geographic location. In order to establish a commensurate wage, the organization must first establish and document the prevailing rate for hourly and piece-rated work by making a thorough assessment of wages paid by other industries for basically the same work in the same location.

> "The organization should use the experienced pay level for establishing the prevailing rate but also use the skill level expected of an experienced worker in determining handicapped worker productivity" (Federal Wage and Hour Law: A Guide for Vocational Rehabilitation Facilities, NARF, 1984).

In other words, if the company with whom you are negotiating work stations has in its employ experienced, nonhandicapped workers performing the same or similar jobs, you should have little difficulty establishing a prevailing rate. If the company does not, you will need to establish a prevailing rate by documenting wages paid by other industries for similar jobs within the same geographic area.

A sample copy of an employer survey to establish hourly wage rates for a given occupational position in our geographic service region is presented for your perusal in

Figure 3. The names of these companies have been omitted for purposes of confidentiality.

In certain instances, you may find it difficult, if not impossible, to locate jobs which are an identical or similar match to the jobs your workers will perform within the company. This may be particularly true in some rural areas where comparable work may be difficult to isolate. In the latter cases, the Department of Labor requires you to document a prevailing rate by comparing the work under negotiation with other jobs in the community requiring "similar levels of skills, difficulty, and degree of automation" (NARF, 1984, p. 25).

Once you have documented the prevailing rates for the jobs under negotiation, you will be capable of computing commensurate wages for the workers who will assume them. A commensurate wage is normally expressed as a percentage of income earned by workers with severe handicaps. As previously mentioned, these wages are carefully calculated through objective measurement of the units of productivity performed by a worker in proportion to an established productivity standard for experienced, nonhandicapped peers performing the same or related work. Depending upon the nature of the work to be performed, the predominant systems of productivity measurement used by agencies to determine commensurate wages are hourly time study and piece-rate methods.

The most common format for worker productivity measurement and commensurate wage payments is the piece-rate system. Under this system, an economic value is determined for each "piece" or unit of work completed. A competitive labor rate is established beforehand by applying the existing industrial productivity standard required of skilled, nonhandicapped persons currently performing the work. If this labor rate is unavailable, it may be obtained through time-motion study analysis which pinpoints the standard number of units completed by competitive employees doing the same work in a given time period. By applying the prevailing wage for this work into the formula, it is possible to establish a unit value for the work to be performed by your workers.

To illustrate the mechanics of the piece-rate system in a simple way, consider the following example. If a hotel in your area pays its housekeepers $4.00 per hour (the prevailing wage) and expects their employees to clean ten rooms a day in an eight hour interval (the competitive labor rate), then it is costing the company (excluding fringe benefits) $32.00 a day to clean ten rooms or $3.20 per room in direct labor costs (the unit cost or piece rate). If a worker who is handicapped is only capable of cleaning five rooms a day in the same time period, then this worker would be producing at 50 percent of the standard competitive labor rate. By using the piece-rate system of commensurate wage determination, it would be possible to pay this worker $16.00 on this day for his or her productivity output ($3.20 piece-rate x five rooms cleaned).

The piece-rate system of commensurate wage payment is an excellent format for manufacturing jobs and other work tasks which have consistent, repeatable steps and may be easily measured on a per-unit basis. It is likely, however, you will be in a position to develop some work stations such as service positions which may be considerably more difficult to set-up on a piece-rate basis. In these circumstances, it is preferable to pay commensurate wages on an hourly basis for the work performed.

Figure 3

Janitorial Prevailing Wage Survey

Sample

Company	Wage
A	$4.00
B	4.00
C	4.50
D	3.35
E	3.40
F	3.35
G	3.60
H	None
I	3.35
Average	$3.69

Date Completed: September 8, 1986

By: Lynn Noren

The Department of Labor requires a re-evaluation of commensurate wages paid on an hourly basis at intervals of at least once every six months.

The procedure for paying commensurate wages on an hourly basis is very similar. According to the Department of Labor, "proper hourly rates are determined through the following steps:

a. identifying the skills and processes required to do the job correctly;
b. determining the prevailing rate for the same or similar work by an experienced worker in the same geographic vicinity;
c. estimating as objectively as possible the clients' productivity as compared with that of an experienced nonhandicapped person performing the same or similar job;
d. multiplying the handicapped workers' estimated productivity (expressed as a percentage of the expected norm) and multiply it times the prevailing rate." (NARF, 1984).

The following processes for setting standards for jobs and calculating appropriate hourly rates for workers in industrial work stations are illustrated in Figures 4, 5, and 6.

Commensurate wages can only be paid to workers with severe disabilities under the conditions and terms established through special wage certificates issued by the DOL. It will be necessary, therefore, for your organization to apply for the appropriate certificate(s) prior to initiating a commensurate wage plan for the workers you intend to place into industrial work stations.

Until very recently, the selection of appropriate wage certificates necessary to match the program operations for TEP and SEP work models was an arduous and somewhat confusing task as the majority of these certificates were developed for intended use within traditional habilitation settings. Previously, the DOL had issued five separate forms of certification pertaining to the payment of commensurate wages for multiple programs and levels of worker productivity. This complicated process left the provider of TEP and SEP services with the administrative burden of sorting and matching these certificates in accordance with their major provisions and limitations.

Through the encouragement and support of many national advocacy organizations, Congress recently amended the FLSA with the goal of expanding employment opportunities for individuals with severe disabilities yet maintaining safeguards that special wages paid to these workers will be fair. This new bill, authored by Senators Nickels, Metzenbaum, and Hatch, simplifies the wage certification procedure by establishing a single certificate based on the productivity of the individual worker. This wage certificate will cover commensurate wages to all workers who remain on the payroll of the service vendor for TEP and SEP services.

Additional provisions in this new bill eliminate the previous requirements of separating workers performing at work activity production levels (below 25 percent of the competitive labor rate). This adjustment enhances the integration goals espoused by TEP and SEP service models and expands work opportunities for persons who are the most severely handicapped.

Figure 4

Productivity Review Station for Hourly Rated Employees

Job Title: Janitor

Department: Extended Employment

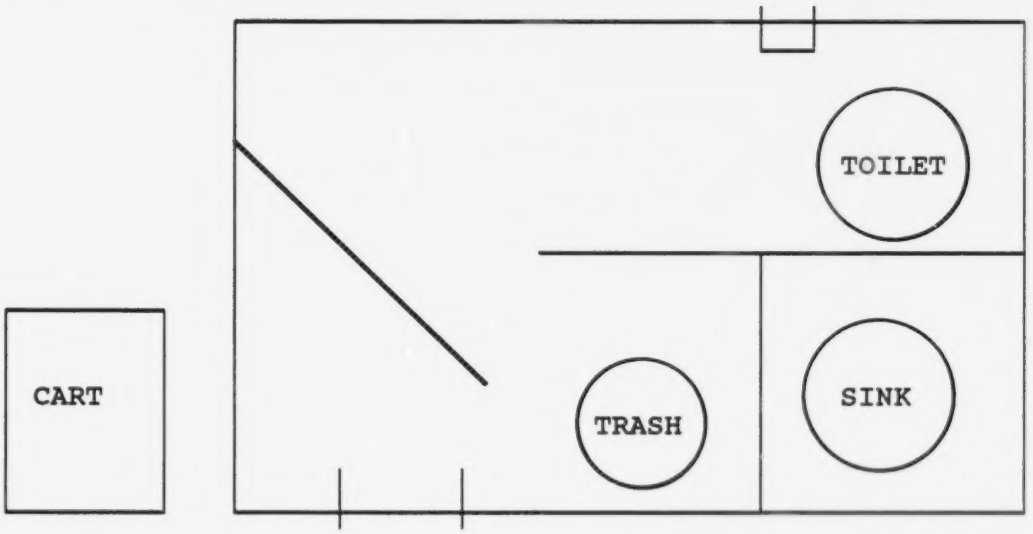
Elements of Task:

1. Clean Mirror
2. Clean Sink and Counter Area, Shine Fixtures
3. Refill Toilet Paper
4. Disinfect Toilet
5. Empty Trash Container and Toilet Paper
6. Wipe Floor Area Around Toilet
7.
8.
9.
10.

Quality Standards:

Acceptable	Non-Acceptable
Mirror clean without streaks	Any remaining dirt; improperly refilled paper holder; trash left in waste container.

Layout:



Equipment/Fixtures:

Janitorial Cart

Materials:

Cleaning Solutions:

Window Cleaner
All Purpose Cleaner

Paper Towels
Cleaning Rag
Toilet Brush

Notes to the Observer:

1. Have all supplies on cart and place cart outside restroom door.

2. Use a clean restroom to do the time study but apply streaks to the mirror and dust counter and toilet area with powder to check quality.

Figure 5

Standard Setting

Operator: John Anderson **Date:** 9/24/86

Job Title: Production Supervisor **Department:** Extended Employment

Operator Performance Rating 100%

Standard Score

Operator

Quality Number of Errors 0

Quantity Time for Completion 18.33

Leveled Performance

Quality Errors x 100 Operator Rating 0

Quantity Time x 100 Operator Rating 18.33

Standard:

0 **Errors Permitted**

18.33 **Time for Completion**

Figure 6

Time Study

Employee/Trainee: Joe Smith **Date:** 9/24/86

Job Title: Janitor **Department:** Extended Employment

Existing Rate: 62% **New Rate:** 71%

Standard Score

Quality = 0 **Errors Permitted**

Quantity = 18.33 **Time for Completion**

Prevailing Wage $ 3.69

Client's Performance

Time Started 0:00

Time Completed 27:15

Total Time 27:15

Errors 0

Client's Score

Quality = 0 **Errors Permitted**

Quantity = 27:15 **Time for Completion**

Client's Performance Rating

Quality STD. Quality Score / CLIENT Quality Score x .10

Quantity STD. Quantity Score / CLIENT Quantity Score x .90

(/) x .10 = .10 (/) x .90 = .61

Client's Performance Level

Quality Rating & Quantity Rating x 100 = .71 %

Rated By: Jan Johnson
Signature

At the time of this writing, the DOL had yet to issue a new schedule of application procedures in response to these recent changes in the FLSA. For this reason, your organization would be well advised to contact the DOL, Wage and Hour Division office in your region for guidance in regard to your application for a special wage certificate and matters of compliance with the revised FLSA regulations. Again, it is important to do so prior to implementing special commensurate wage payment strategies for TEP and SEP workers placed into industrial work stations.

As previously referenced, the host business site may be chosen to serve as the payrolling organization for TEP and SEP participants who will be earning commensurate wages. In such instances, it will be necessary for your agency to assist the host business in applying to DOL for the appropriate wage certificate (Form WH-222). The purpose of Form WH-222 is to permit an industry to provide integrated work options for individuals with severe disabilities and compensate these workers at wage rates commensurate with their productivity so long as standardized procedures for wage determination cited earlier in this chapter are followed.

Because the host business is not likely to be well acquainted with DOL regulations in this regard, it is important for your agency to assume a lead role in the application process and provide administrative guidance to assure the major provisions of Form WH-222 are satisfied. Your technical support to the host site is likely to include assistance in completing the appropriate application forms to DOL, validating the disabilities of the workers, establishing competitive labor rates for the work to be performed (wher rates are unavailable), and developing systems of productivity measurement (i.e., time study or piece rates) to establish and monitor the wage rates of workers placed at the site.

One of the provisions of Form WH-222 requires all workers covered under this certificate must earn, at a minimum, 50 percent of the prevailing wage paid to non-handicapped workers performing the same or similar work at the host site. As the intent of this certification is to foster the attainment of competitive employment outcomes, the WH-222 is limited in its coverage to only a six-month interval when your agency holds the certificate for training purposes. After six months, the host business site or employer will either pay the worker prevailing wages or apply for a WH-222 certificate to cover subminimum wages. When the employer holds the WH-222 certificate, it may be renewed on an annual basis subject to semi-annual productivity reviews of the worker.

Specific inquiries regarding the terms and conditions of Form WH-222, should be directed to the Wage and Hour Division office in your region for more complete information.

In addition to wage reimbursements, your organization will also need to address the issues of payroll taxes, worker's compensation, liability insurance, and fringe benefits. Should the host company agree to the administrative role of employer, they will be responsible for covering these important concerns. When your organization plans to assume this role, it becomes your responsibility to address and satisfy each of these issues.

When Rise chooses to assume the role of payrolling agent, we consider each of these factors carefully in our job bid to the host company. It is important our agency recovers its costs associated with these areas and provides the workers with a fair schedule of fringe benefits. Issues such as payroll taxes, workers' compensation,

and liability insurance are factored into the job bid at a percentage relative to our agency's local costs.

The fringe benefits available to workers are also passed along to the host business site in the form of an administrative fee. At Rise, the fringe benefits available to the workers are calculated on a standard equal in measure to benefits accrued by nonhandicapped persons performing the same or related work. Although it has not been a practice at our agency to do so, you may pro-rate the fringe benefits accrued by workers producing below competitive standards at their documented ratio of productivity. You may wish to check your state or local regulations in regard to this matter to gain more specific direction regarding fringe benefit entitlements and related regulations pertaining to workers functioning substantially below the competitive labor rate.

It is important your agency devote appropriate attention to the potential negative impacts of wages and fringe benefits upon the overall quality of life of the persons you intend to place. Potential loss of existing benefits such as Supplemental Security Income (SSI) or Medical Assistance (MA) are common barriers in encouraging prospective candidates to assume the risks of placement into TEP or SEP work stations.

In our experience, there is no single standard rule to guide decisions in this matter. Your organization will need to evaluate each case individually and discuss the ramifications and potential risks with prospective workers and their guardians when this is appropriate.

An important legislative change in 1986 has specifically addressed the financial disincentives experienced by persons with severe disabilities who are recipients of SSI and have chosen community job placement goals. Sections 1619 A and B of the Social Security Act establishes protections for SSI recipients to retain cash and medical benefits until they earn enough income to pay for these benefits themselves. The income "threshold" levels to retain SSI and medical coverage for health care are determined on a state-by-state basis. For this reason, it is highly recommended that planners of Industrial Work Model services acquaint themselves with local regulations so they may provide accurate guidance to their prospective TEP and SEP service candidates. These questions should be directed to the local Social Security district office.

A chart describing the impact of SSI changes for a hypothetical Minnesota recipient is presented for illustration purposes in Figure 7. Please note, the threshold figures presented apply only to the State of Minnesota.

It is extremely important, therefore, for your agency to study the full economic impacts of your community job placement plans so your organization does not "rehabilitate" a worker into a lifestyle of poverty without access to basic or essential needs.

4. Selection, Supervision, and Service Responsibilities

When you are negotiating industrial work stations, you will need to reach basic agreements with the host company regarding:

a. a process for selecting workers to fill the positions;
b. responsibilities for supervising the workers; and
c. responsibilities for meeting the service needs of the worker

Figure 7

HOW SSI CHANGES PROVIDE WORK INCENTIVES

Monthly Earnings	SSI Payments	MA Eligibility
Up to $85	Not affected	Automatic
$86 to $757	Reduced $1.00 for each $2.00 over $85.00	Automatic
$758 to $1,592	Suspended	Continues if person uses MA services
More than $1,592	Suspended	Continues if MA medical costs are high

NOTE: The chart above summarizes important work incentives for hypothetical recipients from the State of Minnesota whose income is limited to earnings and SSI payments. The Social Security Administration applies these and other policies to each recipient on an individual basis. Questions regarding "threshold" income levels in your state should be directed to your local Social Security district office.

(Reprinted with permission from Minnesota Division of Rehabilitation Services Dialogue, March/April 1985, Roger Bevis).

a. Worker Selection

The process of selecting workers to fill industrial work stations is customarily influenced by the preferences and requirements of the host sites. Some companies will request involvement in screening workers through an interview process or trial employment period. In other circumstances, a host site may delegate this responsibility entirely to your organization.

The type of work model and program format will have some influence on the worker selection process. If you choose a scattered site format, for example, the employer will most certainly wish to interview or meet the individual as they will be

undertaking major supervisory responsibilities with the worker when your organization gradually "fades out" its support services. Most businesses hosting work enclaves or mobile work crews have given Rise greater responsibility and latitude in selecting the persons who will perform the work. This is probably due to the increased supervision and service responsibilities assumed by our agency.

The host site is also likely to give your organization greater control in filling transitional work stations. It has been our experience that companies generally would prefer to delegate the selection process to Rise when there is an increased flow of workers into negotiated work stations. These work stations are typically reserved for evaluation and transitional training purposes.

b. Supervision

It is important for you to reach basic decisions with the company in regard to supervision of the workers assigned to the site. This responsibility could feasibly range from full supervision by your agency to full supervision by company personnel. You will need to negotiate a division of labor acceptable to the business and suited to the needs of the workers you place.

Once again, the type of work model will influence the decisions you need to make. In the scattered site placement format, your organization may initially assume all or a major portion of this responsibility. As the worker learns the job routine and demonstrates increased independence, this responsibility is gradually transferred to personnel employed by the host site. Your role in supervising the workers following hours, weeks, or months on the job, therefore, may be limited to ratio or intermittent schedules as dictated by the ongoing needs of the workers and their immediate supervisors.

In the work enclave format, the division of labor for supervising the workers should also be evaluated carefully. In some circumstances, TEP or SEP staff may be requested by the company to fully assume this responsibility. It is more desirable, however, to encourage supervisors of the host site to share in this responsibility when feasible. The latter arrangement establishes more normalized supervisor-to-worker relationships and expands the workers' contacts and experiences with supervisors who are not paid caregivers. At some work sites, shared supervisory responsibility will be essential if the workers are distributed in multiple locations or departments of the building where continuous supervision by TEP or SEP staff is impractical.

c. Services

Once your organization has discussed its program objectives with appropriate company representatives, it is important to share with them the principle service activities which will be initiated to help meet those goals. Although business people are unlikely to be interested in the details of your program design, it will be helpful to provide a brief presentation of the basic services your organization will provide to the workers and the role company personnel will play in the workers' service plans. This dialogue will give company representatives a clearer grasp of TEP and SEP concepts, your respective organizational roles and responsibilities, and the need for involvement of specially trained staff persons from your agency.

In our experience, business people will approach the subject matter of trainee or employee services in different ways. Some company personnel may express an eagerness to actively participate in the job training or coaching of a worker with a severe disability, yet others will be hesitant about their involvement and choose to place this responsibility with the "experts" ... your agency staff. Still others will express concern about the time they will need to undertake as partners in the workers' service plans.

Employers may also respond differently to the presence of TEP or SEP staff persons in the work environment. Some company officials have expressed concern about the "special treatment" afforded the worker with a disability and its affect upon other employees in the workplace. (Interestingly, Rise has also experienced the same anxieties from some participants of TEP or SEP services, particularly from individuals with mental health disabilities).

It is important to approach the subject of special treatment with as much sensitivity as possible. In order to introduce TEP and SEP concepts to company personnel, Rise will sometimes provide in-service training sessions with supervisors and co-workers prior to placing the worker. These sessions can be extremely helpful in addressing the concerns of company personnel and eliminating many of the myths held by lay persons regarding the work potential of individuals with severe disabilities.

Before you assign staff to work with a TEP or SEP participant, it is important they are well educated in regard to these sensitivities. Industrial Work Model services should always be provided inconspicuously and with great care so as to cause as little disruption as possible in the workplace. These staff persons, for example, would appear "out of place" if they were attired in business clothes (i.e., dress, suit and tie) and assigned to work with a participant in a manufacturing plant. These services should also be provided in a manner which does not attract negative or excessive attention to the TEP or SEP participants.

It is your responsibility to develop a viable service plan that is responsive to the needs of the workers yet agreeable with the host site. Your organization will, of course, assume the major responsibilities for provision of services, whether time-limited or long-range, as required by the needs of all TEP and SEP participants. Whenever feasible, however, it is valuable to secure the active participation of business personnel in the service plans of the workers. This active involvement will benefit the workers and strengthen your organizational partnership.

Specific service delivery strategies and methods are discussed separately in Chapter Nine of this publication.

5. Production Methods, Output, and Quality Expectations

One of the keys to successful implementation of the Industrial Work Model is your ability to conduct an accurate job analysis. Before your organization places a worker in an industrial work station, you will need to thoroughly study the terms, conditions, and requirements of the positions under consideration. This competency will enable your agency to evaluate the suitability of job opportunities you are developing for your target population and provide a framework for negotiating basic agreements with company representatives regarding the tasks to be performed, standard methods of operation, minimum units of output expected, quality control standards, and other operational considerations.

A job analysis is a process of gathering important information about defined jobs and their tasks. This information is obtained by Rise through one or a combination of the following strategies:

a. securing available job descriptions for the positions;
b. interviewing administrative, supervisory, and line personnel about the work; and
c. observing current employees doing the work and recording critical data.

In order to obtain an accurate assessment of the business site's production needs, it is important to apply a standardized procedure which isolates critical pieces of information for your review. The following job analysis form Figure 8 was developed by Rise to assist our agency in determining a company's job performance expectations for the positions under negotiation. This information provides a basis for establishing the company's labor needs and organizing a program proposal for their perusal.

6. Mutually Acceptable Cost Sharing

One of the major administrative tasks you will assume is the process of negotiating a program partnership which is equitable and cost-effective for both partners. To a certain degree, your direct labor costs will be regulated by provisions of the FLSA which assures agencies serving individuals with disabilities do not compete unfairly in the open labor market. The overall costs associated with the development and maintenance of industrial work stations are likely to be variable, however, and shared on a percentage basis by your organization and the host business site.

This cost ratio will be influenced by the following variables:

a. your organization's success in securing funding for implementation of Industrial Work Model services;
b. the percentage of these resources you are willing to commit toward presenting opportunities;
c. the extent of the host site's personnel needs and direct labor expenses;
d. the type of work model and program format chosen for implementation;
e. the willingness of the host site to pay for a percentage of your administrative expenses;
f. the percentage of existing resources such as staff supervision, space, machinery, tools, equipment, utilities, etc., the host site is willing to commit to commit to your partnership; and
g. your organizational choice of administrative payrolling agency.

As Chapter Six is specifically dedicated to discussion of Industrial Work Model funding strategies and program costs, this section will focus primarily on cost-sharing options relative to the host business site as you negotiate industrial work stations.

Figure 8

Rise, Incorporated
Job Analysis Form

Company _____ Date _____

Address _____ Evaluator _____

Company Contact _____ Title _____

Telephone # _____ Department _____

Type of Business _____ # of Employees _____

_____

1. Job Information:

   Job Title _____

   Job Objective _____

   _____

   _____

   _____

2. Prevailing Competitive Wage _____

3. Work Schedule Information:

   Months per Year _____ Full-Time _____

   Hours per Week _____ Part-Time _____

   Day Schedule _____ Temporary _____

   Evening Schedule _____ Seasonal _____

   Weekend Schedule _____

4. Job Process and Methods (list steps sequentially when appropriate)

_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

5. Minimum Standard of Productivity Expected _____

_____

6. Minimum Standard of Quality Accepted _____

_____

7. Pre-requisite Skills and Competencies Required of Worker _____

_____

_____

_____

_____

8. Materials, Supplies, Tools, Clothing, Special Equipment Required _____

_____

_____

9. Physical Capacities, Motor Coordination and Mobility Required _____

_____

_____

10. Strength and Endurance Requirements _____

_____

_____

11. Emotional and Stress Related Factors _____

_____

_____

12. Communication Skills Required _____

_____

_____

13. Environmental Factors:

Indoors	_____	Fast Pace	_____
Outdoors	_____	Steady Pace	_____
Temperature Extremes	_____	Slow Pace	_____
Noise	_____	Power Machinery	_____
Dust	_____	Clean Environment	_____
Chemicals	_____	Dirty Environment	_____

Other: _____

_____

14. Judgement and Discrimination Requirements _____

_____

_____

15. Worker Initiative and Independence Requirements _____

_____

_____

16. Job Routine Information:

Number of Tasks Performed _____

Tasks Run Sequentially _____

Tasks Run Concurrently _____

Number of Task Changes _____

Frequency of Task Changes _____

Task Changes Prompted by Supervisor _____

Task Changes Self-Initiated _____

17. Degree of Supervision _____

_____

_____

18. Other Job Specifications _____

_____

_____

_____

19. Co-Worker Profile _____

_____

_____

_____

20. Company Attitude About TEP/SEP _____

_____

_____

21. Company Attitude About Job Simplification or Modification Options _____

_____

_____

_____

22. Company Attitude About Presence of TEP/SEP Staff _____

_____

23. Other Comments _____

_____

_____

_____

_____

In the simplest form, industrial work programs can be negotiated in a manner whereas cost centers are conventional for the business site and your organization. Under this arrangement, the business chooses to hire the workers as employees and assumes all customary administrative expenses as the employing organization. This includes all expenses for supervision, wages, payroll taxes, fringe benefits, workers' compensation, liability insurance, and other operational costs required to maintain these work stations. Through an agreement of this nature, your organization will assume expenses for all support services and other costs not customarily covered by private industry such as the costs for job training, job development, or follow-up services.

As previously referenced in Chapter Four, you may be in a position to help defray some of the host sites' direct labor costs by capitalizing on wage subsidy programs for which your service population may be eligible. Although time-limited, these programs provide excellent incentives for companies as they enable the host site to offset their expenses during the initial learning period. Those companies concerned with cash flow may be particularly attracted to wage subsidy programs as you negotiate industrial work stations.

Although wage subsidy programs may be helpful in your negotiations, they can be difficult to access due to variances in their availability and standards of eligibility. It is important for you to research your options in the geographic location you have chosen to implement your work model. You might contact your state office of Vocational Rehabilitation, Job Training Partnership Act (JTPA) agency, State Job Service or Employment Service Commission, regional Association for Retarded Citizens, On-the-Job Training (OJT) offices, and other job-creating agencies who may be of assistance in providing you with information about local wage subsidy programs.

The federal Targeted Jobs Tax Credit (TJTC) program has also stimulated considerable interest on the part of private sector in hiring individuals with disabilities. Through the TJTC program, employers may recapture a percentage of their labor costs through federal tax credits when they hire a "targeted" worker. You may wish to check with your local vocational rehabilitation office for updated information regarding the federal TJTC program.

For reasons discussed previously, a host site may prefer to subcontract its labor needs with your organization for a fee. Under this administrative arrangement, your organization will assume the role of payrolling agent and maintain all customary responsibilities as employer of the workers. In order for your agency to create these opportunities, you will need to develop a clear understanding of the factors critical to cost bidding and contract management.

The major factors you will need to consider in determining a bid price are: (a) direct costs, (b) indirect costs, (c) overhead, and (d) profit. These factors are discussed briefly below.

a. Direct Costs

According to the U.S. Department of Labor, direct costs are those:

"which can be traced directly to a specific piece part, subassembly, or product and should include such items as the costs of tools and/or equipment used for a particular product, the cost of materials and supplies from

which the product is made, and the costs of labor used to manufacture the product" (U.S. Department of Labor, 1978, p. 9).

The major elements which contribute to direct costs include: job set-up, direct labor, direct materials and supplies, freight, and machinery, tools or equipment required to do the work (Gilbertson, 1980).

When you are negotiating for industrial work stations with a business, you will need to consider each of these elements carefully. Depending upon the nature of work and the company's preferences, it may be necessary for your organization to assume all or a portion of these costs. If you are planning to run a janitorial crew, for example, most of these elements will need to be considered in your bid price. In other circumstances, however, the company may cover many of these expenses and choose to have your agency make a bid based principally upon direct labor costs.

Direct labor cost is defined as "those wages paid to the workers who actually perform the tasks necessary to transfer the raw materials or parts into a finished product" (Titus, 1976, p. 18). As direct labor normally comprises the major percentage of cost for many jobs, it is important to develop a clear understanding of accepted methods for calculating this cost.

Your direct labor costs may be determined for either piece-rated or hourly-rated jobs. You will need to observe the following procedures in calculating your direct labor costs:

Step 1. You will need to conduct time studies for the work stations under consideration. This information is obtained by measuring the elapsed time required for performing a job or subdivisions of the work. A stopwatch is normally used to record the time it takes nonhandicapped persons to do the work under standard working conditions.

Step 2. When you have completed an adequate sampling of time studies (three to five) for the work under consideration, you will be in a position to compute an average time by dividing the totaled time by the number of studies taken.

Step 3. The U.S. Department of Labor recommends that you establish a performance rating for the workers being studied, since these individuals may not be performing at the normal rate of productivity (100 percent) during the study period. Expressed as a percentage of performance, this rating is a judgement of the pace and skills demonstrated by the workers under time study in comparison to the normal pace and skills required of the average worker. If the worker being time studied, for example, was estimated to be performing 10 percent faster than the average worker, his or her performance rating would be expressed as 110 percent.

Step 4. Once you have completed Steps 1, 2, and 3, you will be able to compute the normal time required to do the work. This measure is the time required by experienced workers to perform the jobs under consideration. The normal time is calculated by multiplying the computed average time (Step 2) by the operator performance rating (Step 3).

Step 5. The U.S. Department of Labor also requires that allowances be determined for the work to account for production lost due to fatigue, delays, and unavoidable interruptions in the work schedule. This measure is usually applied as a percentage of the normal time (Step 4).

Step 6. After you establish the allowances for the job, you will be in position to compute a standard time for the work. This measure is determined by multiplying the normal time (Step 4) by the allowance factor (Step 5).

Step 7. In order to calculate direct labor costs, it is necessary to establish the prevailing competitive wage for the work as described earlier in this chapter.

Step 8. If the work can be piece-rated, you will need to determine the standard number of pieces completed per hour.

Step 9. When you have determined the number of pieces per hour, you can calculate the direct labor cost per piece by dividing the prevailing wage (Step 7) by the pieces per hour (Step 8).

Step 10. The direct labor cost for a piece-rated job, therefore, is calculated by multiplying the direct labor cost per piece (Step 9) by the number of pieces the company expects you to complete.

Step 11. When you are determining direct labor costs for hourly rated jobs, you calculate this measure by multiplying the prevailing hourly wage (Step 7) by the standard time (Step 6). This measure is then multiplied by the quantity of work expected by the company.

In order to gain a better understanding of the procedures required for calculating your direct labor costs, illustrations for piece-rated and hourly-rated jobs are presented on the following pages in Figures 9 and 10.

When calculating your direct labor costs, you will need to consider fringe benefits, taxes, and other costs you may be responsible for as the employing organization. As previously indicated, Rise provides fringe benefits to its workers equal in measure to those provided by the host company to current employees performing the same or similar work. If the company does not employ individuals doing the same work, we assess the fringe benefits afforded workers doing the same or similar work in other companies in the same geographic region. Once you have determined your obligations in these areas, you should factor these expenses into your direct labor cost and bid price to the host business site.

In addition to your direct labor costs, you may also need to determine other direct costs such as direct materials, supplies, machinery, equipment, tools, and freight which are necessary for your organization to perform the agreed upon work. In most instances, a company will likely cover these expenses but they may choose to have your agency assume them in particular cases. If your agency is planning to operate a janitorial service, for example, you will need to determine your expenses for equipment and supplies when these costs are not assumed by the business site.

Figure 9

Example for Determining Direct Labor Costs on a Piece-Rated Method

Suppose a job task has been time studied five times, with results being 32 seconds, 28 seconds, 31 seconds, 27 seconds, and 32 seconds. The total time for the five time studies is 150 seconds. The performance rating is estimated to be 90%, and the prevailing hourly wage is determined to be $5.00 per hour. With this information, direct labor costs can be calculated. The workshop has decided to use a 50 minute hour method for purposes of calculation.

1. **Time Study the Job**

   32 sec. + 28 sec. + 31 sec. + 27 sec. + 32 sec. = 150 seconds (total time)

2. **Compute Average Time**

   (total time ÷ # time studies)

   150 seconds
   ÷ 5 time studies
   30 seconds (average time)

3. **Determine Performance Rating**

   estimated to be 90% (.90) — 90% (.90)

4. **Compute Normal Time**

   average time x performance rating

   30 seconds (average time)
   x 90% (.90) (performance rating)
   27 seconds (normal time)

5. **Obtain Prevailing Hourly Wage for Job**

   determined to be $5.00 per hour — $5.00 per hour

6. **Calculate Piece Per Hour**
   50 Minute Method

   # seconds in 50 minutes = 3,000 sec.

   3,000 seconds
   ÷ 27 seconds (normal time)
   111.1 pieces per hour

7. **Calculate Direct Labor Cost Per Piece**

(prev. hrly. wage ÷ pieces per hour)

$ 5.00 (prev. hrly. wage)
÷ 111.1 (pieces per hour)

$.045 per piece direct labor cost

8. **Calculate Direct Labor Cost for Job**

(direct labor cost per piece x total pieces)

If the job calls for the completion of 1,000 pieces, then $.045 (per piece cost) is multiplied by 1,000 (total pieces). Total direct labor cost then becomes $45.00 for the job.

Source: Contract Bidding for Rehabilitation Facilities
University of Wisconsin-Stout
Gilbertson, 1980
(Reprinted by Permission)

Figure 10

Example for Determining Direct Labor Costs on an Hourly Rated Method

Suppose a job task has been time studied five times (wet mopping 1,000 square feet), with results being 32 minutes, 27 minutes, 31 minutes, 32 minutes, and 28 minutes. Total time for the five time studies is 150 minutes. The performance rating is estimated to be 80%, allowances are estimated to be 20%, and the prevailing hourly wage is determined to be $4.00 per hour for similar work in industry. With this information, direct labor costs can be calculated. The method is as follows:

1. **Time Study the Job**

   32 min. + 27 min. + 31 min. + 32 min. + 28 min. = 150 minutes (total time)

2. **Compute Average Time**

   (total time ÷ # time studies)

   150 minutes (total time)
   ÷ 5 (total time studies)
   30 minutes (average time)

3. **Determine Operator's Performance Rating**

   estimated to be 80% (.80)

   80% (.80)

4. **Compute Normal Time**

   (average time x performance rating)

   30 minutes (average time)
   x 80% (.80) (performance rating)
   24 minutes (normal time)

5. **Determine Allowances**

   (normal time x allowance percentage)

   24.0 minutes (normal time)
   x 20% (allowance)
   4.8 minutes (allowances)

6. **Compute Standard Time**

   (normal time + allowances)

   24.0 minutes (normal time)
   +4.8 minutes (allowances)
   28.8 minutes (standard time)

7. **Obtain Prevailing Hourly Wage for Job**

determined to be $4.00 per hour	$4.00 per hour

8. **Calculate Direct Labor Cost**

(prev. hrly. wage x standard time)	$ 4.00 per hour (prev. hrly. wage) x 28.8 minutes (standard time) $1.92 per 1,000 square feet, direct labor cost

You may be wondering how a cost can be obtained by multiplying an hourly figure by a minute figure. The correct mathematical equation would be as follows:

$$\$4.00/\text{hour} \times \frac{28.8}{60} = \$1.92$$

Source: Contract Bidding for Rehabilitation Facilities
University of Wisconsin-Stout
Gilbertson, 1980
(Reprinted by Permission)

As direct costs constitute a large percentage of the bid price you will submit to a company, it is important to exercise great care in calculating these costs. This word of caution is particularly true if your organization is inexperienced in this area. Submitting inaccurate bid prices can result in significant financial risks and implications for organizations who lack technical expertise in this area. It is strongly recommended, therefore, that you seek reliable technical assistance in cost bidding and contract management should your organization lack expertise in these critical administrative areas.

b. Indirect Costs

When you are determining a bid price for the jobs under consideration, you will need to assess your indirect costs. Indirect costs are defined as "those that cannot be traced directly with the manufacture of a specific piece part, subassembly, or product but are necessary to operate and maintain a specific project" (U.S. Department of Labor, 1978, p.9). The major elements which comprise indirect costs include: indirect labor, indirect materials and supplies, supervision, administration, and indirect equipment (Gilbertson, 1980).

When you are speaking with employers about job options, especially work enclave opportunities, the business site may prefer your organization manage all or a major portion of a product line, project, or service. For example, your agency might choose to assume all of the janitorial duties for a company. In these circumstances, your TEP or SEP staff may be fully responsible for overseeing the completion of these janitorial services. When your agency's staff will be responsible for production supervision for an ongoing or significant period of time, it may be justified to chargeback all or a portion of your supervisor's salary and fringe benefits to the company as an indirect cost. This may be appropriate when your supervisor's job duties are more than "rehabilitative" in nature and substantial, measurable time will be dedicated to supervision of products or services for the company.

In addition to indirect labor, you may also need to assess other indirect costs which are traceable to the work your organization will perform for the company. This may include some administrative expenses attributed to the operation and maintenance of these industrial work stations. It may also include indirect equipment or supplies which are necessary but not directly related to the manufacture of products or services. This might include such items as worktables, chairs, tape machines, staplers, shipping supplies, and related equipment or supplies.

c. Overhead

In determining your bid price, you will also need to establish your organization's overhead rate. Overhead is defined as those expenses incurred by your agency which are necessary for its operation but cannot be specifically traced to any one program, project, or department. In other words, overhead costs are vital to the overall functioning and maintenance of your organization, but they are shared on a pro-rated basis by your income producing departments.

Organizational overhead expenses are normally traced to two major areas: general administration and building/occupancy costs. When you are determining a bid price for industrial work stations, you will likely arrive at an attractive overhead rate as the building and occupancy expenses are typically absorbed by the business site.

Your overhead cost factor will primarily focus, therefore, on those expenses associated with general administration.

Your general administration costs will normally include salary and fringe benefits for those staff who serve the entire organization, such as the executive director, secretaries, accounting staff, and public relations personnel. Other common expenses in this category include office equipment, furniture, maintenance, supplies, and consumables used by these personnel.

This is by no means an exhaustive list of administrative costs your agency is likely to experience. You will need to carefully examine your own organizational expenses in this area to determine an accurate overhead rate. Once you have calculated your overhead rate, you can factor this percentage in the bid price you will present to the company.

d. Profit

One of the most common misconceptions held by the general public regarding the operation of nonprofit organizations is their privilege to generate profits. Although nonprofit corporations are usually formed to serve the common good of its community, it is good business practice to build a margin of profit into their operations whenever feasible.

The U.S. Department of Labor does not prohibit your agency from generating a margin of profit so long as: (1) the workers are paid in accordance with applicable regulations; and (2) no single person or group benefits from this income. In other words, the profits generated from contract income must be reinvested in legitimate ways which carry out the intended mission of the nonprofit organization.

The margin of profit you choose to build into your bid price is likely to vary with the type of work under consideration and the current market value for this labor. To determine an appropriate profit margin, you will need to do some "homework" to assess this market value. You might approach this question by checking out your competition: (1) How much will it cost the company to do the work independently? and (2) What are other private industries or service vendors in your area charging to do the same work?

This research should assist you in determining the current market price and assessing the margin of profit you might factor into your bid to the company.

The program costs associated with the operation of Industrial Work Models are normally shared by industry and agencies serving workers with disabilities. Thus far, we have presented those costs which are customarily assumed by industry either on a direct basis as the employing organization or indirectly through contracts for labor.

The provision of Industrial Work Model services will assuredly entail some expenses which cannot be readily absorbed by private industry. These expenses, often defined as "rehabilitation costs," must be assumed by your agency through other sources of income. Rehabilitation costs include those expenses which are not customarily assumed by industry.

The particular rehabilitation costs your organization must cover will be contingent upon a number of variables including:

1. the target population to be served;
2. the ratio of staff-to-workers necessary;
3. the nature of services provided;
4. the duration of services required;
5. the increased costs for materials, supplies, equipment, jigs or fixtures;
6. the transportation support service required;
7. the staff expertise required to meet service needs; and
8. other expenses not customarily assumed by industry.

In order to meet these rehabilitation expenses, you will need to develop additional sources of income to insure your Industrial Work Model is successful and financially solvent. This subject matter is covered in greater detail in the next chapter.

A copy of the bid worksheet used by Rise is attached for your review (Figure 11).

7. Contract Development

In those circumstances where a business chooses to contract with your organization for its labor needs, it is extremely important to ensure all agreements are reduced to writing. By developing a written document which clearly defines the work to be performed, the accepted bid price, and your organizational roles and responsibilities, you will minimize misunderstandings and communication problems with the business site.

If your partnership will be ongoing in nature, it is recommended that you conduct periodic meetings with key representatives of the business site to evaluate your progress and make any adjustments necessary to strengthen your relationship. It is important, therefore, to evaluate your contract at least once a year and modify your agreements as necessary.

A copy of the written contract used by Rise is attached for your review (Figure 12).

Figure 11

Bid Form

_____ Salesperson
_____ Date Received
_____ Date Completed

_____ Lost _____ Pending _____ Confirmed

__ __ Day __ __ Month __ __ __ __ Year

1. Name of the Company _____
2. Address of the Company _____
3. Phone Number _____
4. Name and Job Title of Contact _____

Product Information:

1. Name and Description of Product _____
2. Parts or Process List:

	Description of Parts	Supplier
A.		
B.		
C.		
D.		
E.		
F.		
G.		
H.		
I.		
J.		
K.		

3. Total No. of Units to be produced _____ 4. Delivery Date _____
5. Beginning Date of Contract _____ 6. Renegotiation or Term. Date _____
7. Confidential Rating _____
8. Equipment will be furnished by contractor _____ Rise _____
9. Quality control specification _____ 10. Allowable margin for waste _____
11. Transportation Information:
    A. Will Receiving be Palletized: Yes _____ No _____
    B. Will Shipping be Palletized: : Yes _____ No _____
    C. Will Warehousing be necessary: Yes _____ No _____
    D. Shipping services will be furnished by Rise _____ Contractor _____
    E. Receiving services will be furnished by Rise _____ Contractor _____
12. Samples are included with this worksheet: Yes _____ No _____
13. Unique factors to be considered: _____

1. Time Study Date:

Operations	1	2	3	Total

Total Number of Seconds for Job: _____

2. Cost of Labor & O.H./No. of seconds _____ x _____ = _____ per unit

3. Cost of Materials allowing a _____ % scrap

Item Description	Cost per Unit	Scrap	Total
A.			
B.			
C.			
D.			
E.			
F.			

4. Additional Major Equipment (Over $50.00) to be Rented or Purchased

Description	Cost	Cost per Unit
A.		
B.		

5. Additional Minor Equipment (Under $50.00) to be Rented or Purchased

Description	Cost	Cost per Unit
A.		
B.		

6. Hookup/Set-up Costs

Description	Cost per Unit
A.	
B.	

Section III Cost Data Summary		Competitive Rate	Piece Rate	Comp. Wage
Labor and O.H.	_____	_____	_____	$ _____
Materials Cost	_____	_____	_____	
Shipping	_____	_____	_____	
Storage	_____	_____	_____	
Equipment Amt.	_____	_____	_____	
Misc. Charges	_____	_____	_____	
Total	_____	_____	_____	
Risk Factor	_____	_____	_____	
Grand Total	_____	_____	_____	
	_____			
Bid Amount	$ _____			
	_____			
	_____			
	_____			

Figure 12

Rise, Incorporated
Industrial Work Model
Operating Agreement

THE STATE OF Minnesota)
COUNTY OF Anoka)

This agreement is made and executed by and between Rise, Incorporated (hereinafter referred to as Rise), a Minnesota not-for-profit corporation and _____ company (hereinafter referred to as _____), located at _____.

WHEREAS, Rise is desirous of providing appropriate training and employment opportunities for persons with disabilities in the _____ occupational field(s), and

WHEREAS, _____ recognizes the need to provide training and supported employment options for unemployed men and women with disabilities, and

WHEREAS, the contracting parties are desirous of developing a business partnership to provide these training and opportunities, and

WHEREAS, Rise is desirous of serving in the capacity of an independent contractor of _____;

NOW, THEREFORE, in consideration of the foregoing mutual premises, the parties hereto now hereby make the following covenants and agreements.

1. The Project

1.01 Materials and Facilities. For the aforementioned Project, _____ shall provide to Rise complete product/service descriptions, specifications, standards, raw materials, work space and equipment at the following site(s) _____ _____.

1.02 Manufacture and Cost. The standard product(s) _____ _____ manufactured by Rise or standard service(s) provided by Rise under this agreement will be billed at a cost of _____ per _____ throughout the term of this agreement. Additional products/services, namely, _____ will be produced by Rise workers and billed at a cost of _____ per _____ throughout the term of this agreement.

1.03 Recordkeeping and Verification. The Rise work site supervisor described in paragraph 2 shall maintain daily production records on each of the workers assigned to the work site and a complete record of finished work. The records shall be verified by an employee of _____ and then shall be submitted to the accounting office of Rise where they shall be entered for billing.

Rise will maintain all permanent personnel case records for workers assigned to the work site.

1.04 Billing. Billings shall be made on a monthly basis for the total units of work completed during a calendar month and shall be submitted to _____ by the 5th day of the following month.

2. Supervision and Transportation

2.01 Supervision. Rise shall provide an appropriate supervisor or supervisors for its enclave of workers assigned to the premises of _____ under the terms of this agreement. Such supervisor(s) shall be on duty at all times that Rise workers are on _____ premises. These supervisors shall assume all primary responsibilities for training, supervision, and support services unless agreed otherwise in writing by the management of _____. These supervisors shall plan work hours, days, and assignments for Rise workers in cooperation with the manager of _____ or his/her designated representatives.

2.02 Transportation. Rise will maintain full responsibility to coordinate the transportation needs for all workers assigned to the work site.

3. Insurance

3.01 Insurance. Rise shall provide the following during the term of this agreement: Worker's Compensation Insurance in accordance with statutory requirements; Employer's Liability Insurance with limits of not less than _____ for injuries to or death of any one person and _____ for injuries to or death of more than one person resulting from an occurrence; and contractual indemnity coverage for the benefit of _____ for the matters covered by the indemnity agreement provisions of Section 4. below.

4. Independent Contractor

4.01. It is agreed that Rise shall be an independent contractor with respect to _____ and it is explicitly agreed that trainees, supported employees, volunteers, work site supervisors, agents or servants of Rise who are involved with the Project enclave are in no event to be considered employees, agents or servants of _____. In its capacity as an independent contractor, Rise shall have no authority to bind _____ to any contract or agreement, or otherwise incur any liability or responsibility on behalf of _____.

5. Indemnity Agreement

5.01 Indemnity. Rise shall protect, defend, indemnify, and hold _____ free and harmless from any and all injuries and claims, arising directly or indirectly out of the work performed under this agreement, including but not limited to transportation of Rise workers to and from the work site. In addition, Rise shall protect, defend, indemnify, and hold _____ free and harmless from any and all claims made against _____ as a result of, or arising directly or indirectly from the presence of Rise enclave workers, volunteers, employees, or agents on the premises of _____.

5.02. Nothing in the preceding Section 5.01 shall be construed so as to require Rise to protect, defend, indemnify, or hold _____ free and harmless for any injuries, claims, demands or cause of action caused by or arising out of _____ own negligence.

6. Term and termination

6.01 Term. The term of this agreement shall be _____ from the effective date of this contract.

6.02 Termination. This agreement shall be binding on the parties hereto unless either party deems it necessary to terminate this agreement. Termination of the agreement shall be effected by either party by giving thirty (30) days advance written notice to the other party in accordance with Section 7.03 below.

7. Miscellaneous

7.01 Employment Opportunities. _____ agrees that as employment opportunities become available in the target work areas or other work areas for which Rise workers have acquired sufficient job skills, consideration will be given to Rise workers who are performing in the enclave.

7.02 Company Policies. The enclave workers, work-site supervisors, volunteers, agents or servants of Rise shall be instructed to observe all rules and regulations of _____. Those who fail to comply with appropriate company policies of _____, may be terminated from the premises and reassigned to more appropriate work settings available through Rise.

7.03 Notices. Wherever in this agreement shall be required or permitted that notice be given by either party of this agreement to the other, such notice shall be in writing and shall be delivered by personal delivery, or by registered or certified mail, postage prepaid, return receipt requested. Notice shall be deemed to be as of the date of receipt. Mailed notices shall be addressed as set forth below, except that either party may hereafter notify the other of a change of address by written notice given in accordance with this paragraph.

Rise, Incorporated
8406 Sunset Road, N.E.
Spring Lake Park, Minnesota 55432

_____

_____

_____

7.04 Binding Effect. The terms, provisions, covenants and conditions contained in the Agreement shall apply and inure to the benefit of and be binding upon the parties hereto and upon their respective legal representatives, successors and assigns, except as otherwise expressly provided.

7.05 Entire Agreement. This Agreement replaces and supercedes any prior Agreements between the parties hereto with respect to the subject matter hereof, and contains all agreements and conditions made between the parties hereto and may not be modified orally or in any other manner than by an agreement in writing signed by the parties hereto or their respective legal representatives, successors or assigns.

7.06 Gender and Number. Words of any gender used in this Agreement shall be held and construed to include any other gender, and words in a singular number shall be held to include the plural, and vice versa, unless the context otherwise requires.

7.07 Governing Law. This Agreements shall be construed in accordance with and governed by the laws of the State of Minnesota.

The titles to the paragraphs in this Agreement are placed herein for convenience of reference only, and the Agreement is not to be construed by reference thereto. This Agreement may be executed in any number of counterparts, each of which shall be deemed to be an original but all of which shall together constitute but one instrument, which may be sufficiently evidenced by any counterpart.

Executed the 1st day of _____, 1986.

Rise, Incorporated

By _____

Title: Executive Director

_____

By _____

Title: _____

THE STATE OF Minnesota)

COUNTY OF Anoka)

BEFORE ME, the undersigned authority, a Notary Public in and for said County and State, on this day personally appeared _____, known to me to be the person whose name is subscribed to the foregoing instrument and acknowledged to me that he is authorized to sign this Agreement for and in behalf of _____ and that he executed the same for the purpose and consideration therein expressed.

GIVEN MY HAND AND SEAL OF OFFICE, this 1st day of

_____
Notary Public in and for
Anoka County, Minnesota

THE STATE OF Minnesota)

COUNTY OF Anoka)

BEFORE ME, the undersigned authority, a Notary Public in and for said County and State, on this day personally appeared _____, known to me to be the person whose name is subscribed to the foregoing instrument and acknowledged to me that he is authorized to sign this Agreement for and in behalf of _____ and that he executed the same for the purpose and consideration therein expressed.

GIVEN MY HAND AND SEAL OF OFFICE, this 1st day of

_____
Notary Public in and for
Anoka County, Minnesota

Chapter Six

Funding

A. Introduction

One of the topics Rise most often receives inquiries about concerns program funding for the Industrial Work Model. Administrative personnel, in particular, are keenly interested in the funding streams our agency has developed to support its diversified TEP and SEP options. The inquiries we receive tend to generalize around three major areas including:

1. New Funding Streams,
2. Co-Funding Models, and
3. Conversion of Existing Service Dollars.

1. New Funding Streams

The existing funding base for Rise's Industrial Work Model is an elaborate mix of income from a variety of sources. The funding mixture is the result of income development activities covering a nine-year period. In order to meet our organizational goal of expanding these work options, it has been necessary for Rise to develop:

a. a number of short-term grant awards to cover initial program start-up costs; and
b. longer-term operating agreements, contracts, and fee-for-service schedules to provide the ongoing support required to maintain these program activities and services.

Until most recently, there have been extremely limited sources of funding specifically targeted for TEP and SEP service activities in the State of Minnesota (and presumably elsewhere). For this reason, Rise has had to approach its income development goals for these programs in creative ways. A major part of this effort has included seeking out new sources of income previously untapped by our agency, and in other instances, developing new streams of funding from existing sponsors of more traditional habilitation or rehabilitation services.

At the present time, Rise receives approximately $1.2 million dollars of income from nine primary sources to cover the costs of its Industrial Work Model. The number of sponsors and amount of income generated for TEP and SEP have steadily increased throughout the years on an agency-wide basis, but we have experienced fluctuations with certain sponsors due to changes in their economic status, goals, priorities, and policy directions. A discussion of these primary funding sources is described below.

Minnesota Division of Rehabilitation Services (DRS)

The state vocational rehabilitation agency, Minnesota DRS, has been a principle sponsor and supporter of Rise's Industrial Work Model services. Our interagency partnership with DRS has played a critical role in Rise's obtaining important resources

for the planning, start-up, and maintenance of portions of our work model. The support of Minnesota DRS has been instrumental in several ways:

a. Rise has been fortunate to receive three Establishment Grant awards since 1979 for the start-up and expansion of SEP options for adults with severe handicapping conditions.
b. DRS has worked with Rise to modify our interagency Operating Agreement enabling increased access to case service dollars for purposes of moving persons into TEP and SEP options.
c. DRS and Rise have collaborated on the development of a diversified job placement model leading to competitive and supported employment outcomes with varying degrees of support services available to persons with moderate to severe handicapping conditions.
d. The Minnesota State Legislature in 1985 specifically mandated DRS to oversee the development of SEPs as part of its charge "...to administer and supervise all employment training services assigned to the Department of Jobs and Training under federal or state law" (Minnesota Statute 268.0111, Subdivision 4). As DRS has been authorized to dispense and administer state funding for the development of SEPs in the State of Minnesota, Rise has worked closely with the agency to develop these work opportunities in our service catchment area.
e. Minnesota DRS has been a pivotal agency in the development of co-funding models through its contributions of time-limited as well as long-term monies dedicated towards Industrial Work Model outcomes (see Section 2).

United Way

In 1979, the United Way of the Minneapolis Area awarded Rise a grant to develop a SEP service model for persons with severe disabilities. The revenues from United Way enable Rise to support a major portion of our scattered site SEP format for individuals who cannot benefit from a traditional job placement and follow-up service.

County

Rise has experienced considerable success in obtaining the financial support of county agencies to assist our organization in meeting its Industrial Work Model goals. The progressive attitudes and support of public officials and county administrative staff in our service area has enabled Rise to expand and maintain SEP options for adults with mental retardation and mental health disabilities.

The Mental Retardation and Mental Health Divisions of Hennepin County have each awarded Rise contracts to plan and implement SEP work opportunities for adults with primary disability diagnoses of mental retardation and chronic mental illness. The Community Health and Social Services Department of Anoka County has also contracted with our agency to provide similar SEP services for its residents with severe disabilities.

The support of these counties covers the ongoing expenses necessary to maintain these workers in enclave and scattered site SEPs as well as a portion of our agency's transportation budget for job candidates who require this service.

Minnesota Department of Human Services (DHS)

Rise currently operates a specialized SEP unit for men and women with major mental illnesses through the support of a unique state allocation administered by Minnesota DHS Mental Health Division. This special appropriation, entitled Rule 14, is available to applicant counties to assist in their development of appropriate programs which enhance the community adjustment, self-sufficiency, and independence of residents with chronic mental illness, thereby, reducing their incidence of hospitalization recidivism. The funding arrangement developed with Minnesota DHS and the host county of Anoka has enabled Rise to offer SEP services including a specialized mental health case management component.

Minnesota Governor's Planning Council on Developmental Disabilities

In October 1984, Rise received a Federal Day Program grant award from the Governor's Planning Council on Developmental Disabilities for the purpose of expanding SEP work opportunities administered by our agency. Although these resources are time-limited in nature, they have been instrumental in accelerating our conversion toward Industrial Work Model services. Specifically, these dollars have provided start-up costs associated with the reorganization of our service delivery system to produce supported employment outcomes on a first priority basis.

Anoka County Job Training Center (Job Training Partnership Act-JTPA)

For many years, Rise has maintained a contractual relationship with the Anoka County Job Training Center to leverage JTPA funds for our training and job placement programs. One service contract was arranged to provide TEP services for adults with moderate handicapping conditions. These resources have enabled our agency to assist many TEP participants in achieving related competitive employment outcomes.

A second service contract has been developed with the Anoka County Job Training Center to conduct a "School-to-Work Transition Program for Students with Special Needs." The JTPA resources are used to support a job placement component for students leaving secondary education programs.

Minnesota Department of Vocational Education

The Minnesota Department of Vocational Education is a co-sponsor of our School-to-Work Transition Program for Students with Special Needs. The income provided by Vocational Education supports the development of vocational plans for students leaving secondary education. The program links each student with appropriate transitional services which lead to competitive and supported employment outcomes.

Private Foundations

In the past nine years, Rise has been fortunate to secure the support of several private foundations to assist us in our program development activity. In 1985, for example, Rise obtained "seed" money and administrative support from the Menninger

Foundation of Topeka, Kansas, through its National Demonstration Projects with Industry (PWI) Program. The contract developed with the Menninger Foundation has assisted Rise in developing a TEP demonstration within the hospitality industry.

Contract Income

A portion of the income needed to operate our Industrial Work Model is derived through contract development with private industry. As presented previously in Chapter Five, Rise frequently negotiates labor contracts with employers to fulfill its training and supported employment goals. Depending upon the nature of the contract, this income may cover worker wages, fringe benefits, equipment, direct supervision, and various overhead items. This contract income is extremely important in meeting the costs for portions of our work model.

These sources by no means constitute a complete list of the funding streams you may tap to support TEP and SEP options. They are presented simply to illustrate potential opportunities you may wish to explore further in your community. Although certain sources presented may be peculiar to the Twin Cities service area, it is very likely that public and private organizations with similar interests and functions operate in your local community but perhaps under different agency titles.

In summary, the resources you will need to support TEP and SEP options may be obtained through the development of new program funding streams. In order to achieve an adequate revenue base for your work model, it may be necessary to aggressively pursue a number of funding options which could feasibly include approaching new sponsors as well as new income from existing sponsors of program services.

2. Co-Funding Models

The demand for Industrial Work Model programs has greatly exceeded the fiscal resources available to our agency. As substantive increases in federal, state, and local dollars are not anticipated to keep pace in the near future, Rise and other service vendors in Minnesota have attempted to alleviate some of this shortfall through the development of co-funding strategies. The purpose of co-funding models is to encourage two or more sponsors to pool their resources toward the common goal of achieving competitive or supported employment outcomes at a cost more attractive to each organizational entity.

In analyzing your prospective co-funding possibilities, Rise recommends the following steps:

a. Identify existing and prospective resources available in your community for human services.
b. Identify the amount of dollars allotted by these sources and the purposes for which these monies may be spent.
c. Analyze current agency or organizational expenditure patterns.
d. Analyze the limitations or restrictions these resources may impose in pursuit of your program development goals and service activities.
e. Identify potential funding streams, both time-limited and long-term, which hold promise for support of your Industrial Work Model goals.
f. Identify the specific program jurisdiction or funding policies under which all or a portion of these services may be justified.

g. Match two or more sponsoring organizations who have a common purpose, compatible goals, and a potential to benefit economically from a co-funding arrangement.
h. Construct a co-funding model with as many options or alternatives as possible.
i. Organize a concept paper which identifies the cost-benefits to collaborating organizations and participants of your proposed program.
j. Present your program proposal to all prospective organizations, answer questions, and work out the details required to secure an interagency co-funding alliance.

Once your agency has established its own Industrial Work Model goals and income development needs, you should be able to chart an appropriate co-funding strategy customized to your organizational needs. You may find it helpful to isolate your income development needs into three separate divisions including: (a) "seed" money or start-up revenues; (b) short-term or time-limited dollars; and (c) long-term or extended support income.

Program start-up monies are sometimes offered by foundations and sponsoring agencies in the form of time-limited grant awards as a means of achieving specific outcomes consistent with their grant making philosophies. These grant awards may be front-end or "seed" investments leaving a vendor with the responsibility of developing additional resources once the grant period expires. In other instances, grant awards may be converted to renewable contracts or allocations for prescribed services. Although program start-up dollars may be limited in nature, they are extremely helpful in offsetting the higher administrative costs normally associated with new program development activities. They may also encourage and foster experimentation of co-funding mechanisms without obligating these sources for extended commitments beyond the grant period.

It is quite likely your organization will need to develop funding for transitional services that may be required by TEP and SEP participants in pursuit of their employment objectives. Transitional services in this context are defined as "short-term" or "time-limited" service activities such as job development or job training which are critical to achieving Industrial Work Model outcomes.

The income needed to support transitional services is commonly purchased from vendors on a fee-for-service basis in accordance with understandings defined in interagency operating agreements. In other instances, transitional services may be covered through the development of performance contracts with sponsoring agencies which specify the units of services to be provided for a target population and the measures of outcome to be derived.

The blending of monies for time-limited services has been a key ingredient in several co-funding models orchestrated by Rise. In a common scenario, these funds are positioned to support "front-end" service activities such as job development, job training, and other employment preparation services. By mixing these monies with other longer term sources of income, Rise has been able to streamline some of its service costs to sponsoring agencies who are partners in the co-funding model.

The backbone of any co-funding structure for SEP outcomes is the inclusion of long-term or ongoing support monies to meet the extended service needs of workers with severe disabilities. It is important to plan for and develop these resources as a

means of meeting your obligations to employers and SEP participants who will require intensive support services not customarily provided by industry personnel.

Our negotiation of long-term support dollars for SEP has resulted in the development of performance contracts and service allocations with sponsoring county and state government agencies as well as the United Way of Minneapolis. The procurement of long-term support dollars enables Rise to meet its expenses for the "back-end" of our SEP models including ongoing supervision of participants in work enclaves and follow-along services for scattered site placements.

The inter-relationship of start-up, time-limited, and ongoing funding can be organized in numerous ways with a variety of sponsoring agencies. The co-funding strategies you develop for TEP and SEP options will vary due to the program duration differences between these models.

The pairing of multiple, time-limited funding streams, for example, may be all that is necessary for TEP options due to the eventual phase out of program support services.

The co-funding packages you develop for SEP models may be indeed more complex in structure. One simple funding strategy for SEP is to match time-limited dollars, such as case service monies from your local vocational rehabilitation agency, with ongoing resources like county assistance through Title XX or Block Grant revenues. Under this arrangement, the time-limited dollars are disengaged once the employment outcome is achieved and the ongoing funding covers the extended support services required by the workers.

More elaborate co-funding structures are possible but require careful coordination of resources. One such co-funding model at Rise includes its School-to-Work Transition Program for Students with Special Needs. This program is a multi-agency or consortium effort which receives performance contract income from three autonomous sponsoring agencies and in-kind match support from two additional organizations including Rise.

Although co-funding models may sometimes create unwieldy administrative work, it has been our experience that they provide a more stable base of support for Industrial Work Models. This becomes especially important when your work model continues to expand in size and service options. A diversified funding mix enables a vendor to maximize all of the resources available for these services, create desired outcomes at a percentage of the total cost for each sponsoring agency, and shield the vendor from fluctuations in sponsoring agencies spending patterns.

3. Conversion of Existing Service Dollars

Many advocates of Industrial Work Models recommend the conversion of existing funding for TEP and SEP purposes. Under this proposal, income allocated for sheltered employment, work activity, or other habilitative programming would be shifted to cover the expenses of moving participants out of these segregated work models into competitive or supported employment outcomes. As advocates of deinstitutionalization learned many years ago, a simplistic equation of dollars following people as they are placed in community (or industrial) settings is not impossible, but difficult to effectively apply in actual practice.

The evolution of Rise's TEP and SEP service systems are such that we have a better idea of the economic impacts of moving from facility-based training to industrially-based TEP service models. As TEP services are usually funded on a time-limited basis, the costs of moving these services to industrial work sites tend to be similar but a little more expensive due to lower staff-to-participant ratios and increased transportation expenses.

At Rise, we have acquired only limited knowledge, and some conjecture, on the overall cost impacts of moving from traditional habilitative service systems to SEP models with the same resources.

The key factor underlying any service system is how effectively the employment goals of persons with severe disabilities can be met. A qualifying factor for organizations considering conversion, however, is the amount of resources available to perform that task.

Given a limited supply of resources, certain administrative policies need to be re-evaluated which will dictate the types and scope of services which will be made available. These decisions are neither simple, nor easily understood, since they affect not just numbers of people served but also the level of severity of your service population.

It has been demonstrated, for example, the more severely involved the disability impairment, the more intensive and long-range the agency's support levels are likely to be. Presuming the validity of this logic, the costs associated with the provision of SEP services will be influenced somewhat by the severity of handicapping conditions encountered by the rehabilitation or habilitation agency.

The staff-to-participant ratios established as standards for SEP models may affect conversion goals. In order to achieve integration ratios in more natural proportions, an organization is encouraged to establish standards or maximum service levels at a given work site. The development and operation of work enclaves, for example, may serve fewer individuals than the typical caseload size in a traditional facility setting. Although such goals are desirable, they may be more labor-intensive and incur higher staffing costs.

The staffing costs for SEP models may also be influenced by other administrative concerns such as "back-up" support systems. Within a facility setting, the margin of flexibility for managing illness, vacation and other forms of leave are enhanced by the proximity of staff resources. In the traditional habilitation service system, such staff absence is handled without much extra planning or addition of personnel.

In the latter circumstance, Rise has experienced somewhat higher costs related to staff coverage of detached work stations including enclaves and scattered sites. The logistics of covering and expanding a decentralized work program can be indeed more complex and costly. It is extremely important to have trained back-up personnel who are well acquainted with the host site, job tasks, TEP or SEP workers, and key industry personnel involved or associated with your program. Failure to provide for such arrangements can cause major administrative problems and jeopardize your business partnership.

Due to a decentralization of work sites, your organization is likely to experience increased costs related to transportation. A portion of these expenses is to cover increased staff mileage to and from community work sites. The balance of this ex-

panded budget may include increased costs for transporting TEP and SEP workers to numerous locations instead of your main facility. This is especially true in those suburban or rural locations where public transportation is limited and your agency is relied upon for bus or van assistance.

The costs associated with the provision of marketing and job development services are extremely difficult to estimate. Those organizations who presently employ a complement of marketing and/or job development staff may incur a lower cost schedule for expansion of these services. Those agencies who are lacking in the provision of such services may need to redirect substantial resources to cover this important function.

The initial set-up of industrial job sites will require a marketing and/or placement function which will hopefully be a one-time cost per worker if your work model has no plans for growth or expansion. It is more likely, however, your work model will require an ongoing cost to avail services to new and existing participants requiring job development services.

Because the marketing and job placement functions for some traditional habilitation programs already exist on a full-time basis, it is difficult to estimate the increased costs agencies will experience in redirecting, overhauling or expanding these services in the particular measures required.

There is little question higher costs will be experienced by agencies with traditional rehabilitation and habilitation programs for their building and production equipment when such costs are presently being incurred. Capital costs for traditional facilities, however, tend to be sporadic in nature, and are usually funded only in part out of operational costs. These cost factors will vary greatly, therefore, from organization to organization and have a limited to major impact on conversion expenses.

The costs for building maintenance and upkeep is an ongoing operational expense experienced by traditional facilities at levels anticipated to be higher than Industrial Work Models. This cost is at best an educated guess, as the size of the organization, its standards of cleanliness, and methods of accomplishing these tasks are highly individualized.

In some circumstances, SEP work services are being marketed as contract or temporary labor. The competition for these agencies is likely to be other contract labor organizations, temporary employment agencies, or the host company's own internal labor costs. When competing with temporary or contract labor agencies, these service vendors may find themselves at a disadvantage as these organizations are not obligated to concern themselves with commensurate wage rates so long as they pay their workers above the federal subminimum hourly wage. The opportunity, therefore, for rehabilitation/habilitation agencies to earn surplus dollars to offset the costs of providing TEP and SEP services is thereby reduced.

Unfortunately, there is no reliable information available (to the knowledge of the authors) on the actual costs for developing, operating, and maintaining supported employment programs. What information is available is extremely limited and oftentimes not reported in a fashion which makes comparison possible.

In many instances, only the costs related to direct services are provided instead of the SEP vendors' full costs of program operation. The information reported by providers of Industrial Work Model services, therefore, has been somewhat inconsistent

when the total number of persons served or placed are then compared to budgetary data.

For this reason, Rise has been recommending the need for a reliable and valid research study by an independent firm or institution. The purpose of this study would be to uncover the "real" costs and participant benefits produced by traditional vs. SEP employment models. Such a study would logically encompass standardized measures for cost accounting, participants' severity of disability/case difficulty, the type of work model and service delivery format, and outcome performance variables such as rates of pay, degree of integration with nonhandicapped peers, job retention, and other job satisfaction measures.

Although conversion of dollars from traditional to Industrial Work Model programs is possible, great care and discretion is advised. In our experience, supported employment options tend to be more public dollar dependent and more costly per station than sheltered employment programs. This gap, however, for individuals participating in developmental achievement centers (DACs) may be somewhat lower due to increased public subsidization of their program operations.

There have been concerns expressed outwardly regarding the feasibility of traditional service providers implementing SEP Work Models. In practice, many sheltered workshops, WACs and DACs have started to provide supported employment services. Many of these programs are subsidizing their operations of SEP Work Models, to a greater or lesser degree, since the majority of overhead and administrative costs are covered by their in-house habilitation programs. As the provision of SEP programming increases for these facilities, it will be necessary to recapture a greater percentage of their operational costs for the administration of these new work programs.

In our experience, the dollar-for-dollar conversion theory is somewhat risky without an increased allocation of public funding to meet the increased administrative costs related to systems changes such as retraining staff, marketing readjustments, and other organizational modifications. The long range expenses may also be somewhat higher due to operational reasons cited previously. It is our hypothesis, therefore, the dollar-for-dollar conversion theory may actually serve fewer individuals than supported in more traditional habilitation programs.

Any administrative planning in the direction of Industrial Work Model conversion should logically include all affected parties to identify potential: (a) candidates of services, (b) program service needs, (c) marketplace opportunities, (d) public service dollars available, and (e) other program concerns. It is the opinion of the authors, the planning of Industrial Work Model services should be an "open" process and not overly burdened with final decisions of who should or should not provide TEP or SEP services. These decisions are most logically answered after the service needs of a community are clearly expressed through non-partisan assessment of needs and service recommendations.

Because the resources for Industrial Work Model services are limited in nature, your organization may require a plan to pursue local, county or state legislative changes to support the development and expansion of these work programs. Should legislative action become a required goal, it is important to establish a coalition amongst the major stakeholders who share in your organizational philosophies and plan for a structural realignment of program services. It is desirable, whenever feasible, to develop an effective lobby effort with key legislators to educate them regarding

program technology advances and the need to establish new monies or change the use of existing funding patterns for Industrial Work Model purposes.

The limited revenues available for public expenditure will place increasing pressures upon those agencies considering changes in their service delivery strategies. The policy and appropriations - making entities in their communities are likely to face extremely difficult decisions as to how they may gain the best outcomes for their investment of public service dollars. Given the limits of public dollars available for such programs, it is likely not all persons in need of Industrial Work Model services will receive them. Those programs providing the maximum cost-benefits mix are likely to receive the greatest attention. These are the public policy decisions all interested parties must work to influence.

In summary, there appears to be some evidence of slightly higher cost associated with the transfer of rehabilitation and rehabilitation sources from facility-based to industrial work settings. The real costs of conversion, however, are likely to be influenced by a variety of factors including:

a. the severity of handicapping conditions experienced by the target population to be served;
b. the type, intensity, and duration of services required to achieve these desired outcomes;
c. costs associated with maintaining these employment outcomes;
d. the levels of staff expertise required to provide support services;
e. the selected service delivery formats required to obtain and maintain these results (TEP vs. SEP models and scattered sites vs. work enclaves or mobile crews); and
f. administrative costs associated with staff back-up systems, transportation; payrolling, and decentralization of program services.

Chapter Seven

Peripheral Administrative Issues

A. Introduction

The successful operation of your Industrial Work Model may very well depend upon your attention to peripheral administrative issues. Peripheral administrative issues are defined as those concerns which are necessary to operate your Industrial Work Model but do not ordinarily concern the host business site. The particular issues will, of course, vary significantly with those events, obstacles, or barriers which present themselves in your community. The purpose of this chapter is to focus on some of the more prevalent peripheral concerns experienced by Rise and other organizations for whom we have provided technical assistance in this area.

B. Transportation

One of the most pervasive problems associated with the provision of Industrial Work Model services is inaccessible transportation. Your agency's good intentions, most competent staff, and best of program technology may be rendered useless unless you plan for adequate transportation assistance. This obstacle may be particularly burdensome in rural areas and suburban locations where public transportation options are unavailable or inadequate for those who rely on these resources.

In an effort to increase accessibility to industrial work stations, Rise initiated a diversified administrative plan designed to remove some of the presenting barriers in our community. These ongoing efforts include the following:

1. Priorities have been established for developing work stations in locations accessible to public transportation whenever feasible.
2. Increased advocacy efforts have been initiated with public officials and public transportation authorities with the goal of improving transport access for persons who rely on these systems as a means for maintaining gainful employment.
3. Staff have organized the development of car pools or ride share options for some individuals when other opportunities are unavailable.
4. We have solicited the assistance of available parents, guardians, senior citizens, and other volunteers to transport workers to the job.
5. When it is appropriate and feasible, workers are encouraged to relocate their residency to increase their accessibility to public transportation.
6. We have established a support network of existing staff and volunteers who are available to provide bus or travel training for persons who are not transportation independent.
7. We continue to encourage certain workers, particularly individuals with mental health and physical disabilities, to secure a driver's license when this goal is appropriate to the individuals' potential.
8. Rise continues to aggressively pursue the resources we need to operate our own transportation service for workers with no other options available. We have been fortunate to obtain income from the United Way, as well as local, county, and state government sources for this purpose.

Despite our moderate success in capturing transportation income, this area remains a major administrative obstacle for our agency and many of our TEP and SEP candidates.

The quality of transportation resources available in your target service area may have a significant impact on the type of industrial work stations you develop. For example, in those geographic areas where transportation is poor, you may find it extremely expensive to implement and maintain a scattered site placement format. In such instances, it may be more economically viable to develop work enclave stations consistent with your transportation budget. It is important, therefore, to carefully assess your community transportation system and organizational resources to establish a suitable plan for your work model.

C. Gaining the Support of Parents and Guardians

It is extremely important to gain the support of parents, guardians, or significant others who may be actively involved in the lives of the persons you intend to place. A common error made by new vendors of Industrial Work Model services is overlooking the need to actively involve guardians in their plans to place individuals with severe disabilities. Your failure to secure consent (when appropriate) and input from these important individuals may result in significant case management problems including major programmatic delays or even sabotage of your job placement goals.

In your efforts to implement an Industrial Work Model, you will likely encounter supportive guardians who are eager to see their sons, daughters, spouses, or other relations integrated into normative business settings. On the other hand, your organization must be prepared to deal with others who express fears, doubts, resistance, or outright rejection of your job placement proposals. In other words, your marketing energies will not be limited to selling Industrial Work Model concepts to business leaders alone. Before you plan to implement your program, it is important to provide adequate education and counsel to those significant adults who directly impact the lives of the men and women you intend to place.

Rise has found it much easier to promote the Industrial Work Model with guardians of individuals who are newly referred to our agency. We attribute this experience to two factors: 1) improvements in our outreach and intake methods, and 2) improvements in quality of public education for individuals with disabilities.

1. Improved Outreach and Intake Methods

It is a great deal easier to gain the support of guardians when they are introduced to your new program philosophy, goals, and methods from the very outset. Rise has taken special care to train its "front-end" personnel regarding these important matters. Our agency has also developed resources such as brochures and a video-film to provide guardians with a proper orientation to allay some of their fears. Presentations are scheduled annually at local school districts to educate parents about TEP and SEP options and answer their questions or concerns. In addition, tours of industry sites are usually scheduled for new candidates and their guardians to acquaint them with Industrial Work Model concepts on a "first-hand" basis.

2. Improved Public Education Programs

The quality of the public education system in your community may have a profound impact upon the perceptions and expectations of guardians you will encounter. School districts doing little to promote the vocational development of its students reinforce the improbability of a young adult succeeding in the open labor market. More progressive school districts that provide a strong vocational component and experiences in business settings do a better job of preparing parents for Industrial Work Model options. Rise has been fortunate to work with a few school districts which promote work experiences in community businesses for students with severe disability conditions.

It is noteworthy, Rise is an organizational partner in a local "School-to-Work Transition Program for Students with Special Needs." The School-to-Work Transition Program is a multi-agency approach to planning and providing vocational services for young adults graduating from local school systems. Our consortium has discovered that early planning and communications with guardians coupled with Individualized Education Plans (IEPs) which incorporate a strong vocational emphasis increase the likelihood of students securing community jobs.

In some instances, Rise has found it difficult to secure the required support of guardians. This has been especially true of guardians whose attitudes have been shaped by earlier educational and habilitation systems which provided little hope that their sons or daughters would work successfully outside highly structured and segregated settings. Most typically, these persons are guardians of sheltered workers or participants in Work Activity or Developmental Achievement Centers. In other instances, they are protective guardians of young adults who have never had the privilege of participating in vocational programs or meaningful work.

Your organization will need to be prepared to:

a. provide special counsel to those guardians who are skeptical about the prospects of integrating their sons and daughters into industrial settings; and
b. answer their justified concerns regarding the welfare and possible exploitation of these individuals as vulnerable adults.

In order to address these educational concerns in our service area, Rise has employed a number of strategies including:

a. providing guardian or family support counseling;
b. arranging peer counseling support through other guardians with experience in this area;
c. conducting guided tours of representative work sites;
d. developing temporary work contracts which allow for experimental or trial employment options; and
e. enlisting the support of parent advocacy organizations to host workshops for guardians on the subject of supported employment.

Our educational efforts in this area have had significant impact on the attitudes and expectations of many parents and other significant adults. This educational process remains an important administrative goal of Rise, however, and we will need to gain the support of many additional guardians if we hope to proceed and succeed in our organizational conversion to the Industrial Work Model.

D. Creating Incentives for Workers Served in Segregated Settings

Some advocates of Industrial Work Model services would like you to believe all workers presently served in segregated settings are unhappy and would just "jump at the chance" to leave these programs if community-based alternatives were available. After more than nine years of experience, we can answer unequivocally to this charge... "Nonsense." Although our agency has placed many sheltered workers, including some who were employed with our agency for more than ten years, we continue to encounter individuals who are happy in their current status and reject our proposals for outside job placement.

When your organization is undergoing work model conversion, you may need to address certain moral and ethical issues related to this changeover. As your agency may have accepted or enrolled some individuals under a different set of principles, goals, or policies, you may need to address the rights of these workers who express no interest in leaving these programs. You will need to consider how your agency will respond to these workers who choose to remain in their current programs.

It is important for you to remember these workers are "products" of earlier educational and habilitation systems which successfully prepared them for the positions they presently hold. One might legitimately argue whether these individuals made informed decisions regarding their current status given the absence of Industrial Work Models in earlier years. The fact remains, however, they enrolled in these programs under a separate set of goals and expectations and accordingly, may be entitled to choices regarding their future employment status with your agency.

When you are dealing with "hesitant" workers who have experienced years of security in more restrictive settings, it is unlikely they will look favorably upon their placement into industrial work options without certain incentives and job security protections. You will need to consider incentives which are "real" to the workers and perhaps allow provisions for some workers to return to their former positions should your job placement efforts fail.

Rise has employed a variety of strategies to motivate these reluctant workers to assume the "risks" of job placement:

1. Our staff frequently conduct tours of industrial work sites to give these individuals an opportunity to observe, ask questions, and address their fears or anxieties about these work options.

2. We have discovered peer counseling to be a useful technique in encouraging some individuals to take a chance at job placement. By observing former sheltered employees in their new jobs, some workers have expressed a willingness to give industrial work options a try. In other instances, Rise staff have invited former workers to return to our facility to speak with groups of workers regarding their experiences in industrial work sites.

3. In order to educate our workers regarding the benefits of industrial work options, specialized "job clubs" are conducted by Rise staff. The job club format provides an excellent vehicle for discussing issues of concern to the workers and generating emotional support through group processes. Although the job club has been an effective tool for promoting our job placement

goals, it may be less useful for nonverbal workers or others intimidated by group activity and discussion.

4. Our agency provides ample publicity, internally and externally, promoting the achievements of persons who have been successfully placed in industrial work stations. This attention reinforces our "guiding philosophy" and illuminates our message to staff and workers employed in our internal programs. By maintaining a clear organizational focus upon the goals and achievements of persons advancing to industrial work options, we are gradually changing attitudes, perceptions, and expectations of the key players who will determine our ultimate success.

5. Perhaps one of the most successful techniques employed by Rise to enhance its work model conversion has been the principle of "successive approximation." Successive approximation is a method of systematically adjusting the environment of workers in progressive stages which increasingly resemble the industrial work site experience.

   This process may begin gradually by structurally changing the job routine of targeted workers from their usual pattern. For example, these workers may be reassigned to new departments or locations of the facility to build new job experiences and relationships with co-workers and supervisors. This pattern may progress to a level whereby these workers are assigned to work crews performing temporary or seasonal jobs in the community. These opportunities serve as a means of expanding the workers' experiences outside the facility setting. By gradually fading the internal work schedule and increasing the external work experience, the workers will likely become increasingly comfortable working outside the facility. To enhance this process, Rise usually assigns internal staff persons familiar to the workers to supervise these temporary work experiences and provide moral support during the transition process.

   It has been our experience that the movement of hesitant placement candidates is enhanced by a gradual, systematic, and structured approach. In addition, the work enclave format may be the most effective format and strategy for enhancing the transition of these individuals.

6. The opportunity to earn increased income has been a major motivating factor for many workers. It should be of no surprise, therefore, the job outcomes our agency develops for workers of internal programs must offer improved compensation with regards to wages and fringe benefits. A part-time position with no fringe benefits, for example, may not provide adequate incentive for many of our sheltered employees to leave their present jobs.

   As previously referenced in Chapter Five, it is also important to assess the overall fiscal impacts and disincentives facing these workers to minimize potential economic hardships. It may be ethically unfair to implement a placement plan in which the loss of certain benefits such as Medical Assistance would leave the worker without adequate medical coverage. It is vital for these issues to be addressed directly and fairly to remove possible economic barriers.

In summary, the industrial work stations you develop for these individuals must offer an overall improved economic status or they will not be viewed as viable options.

7. Individuals with severe disabilities oftentimes lack outlets for social contact or interaction with peers. A common concern expressed by workers of internal programs is their potential loss of friendships developed through years of association with our agency. For many of these individuals, the "price" they must pay for progress is not worth the loss of friendships and security.

   In order to create incentives for these individuals to seriously consider Industrial Work Model options, therefore, it is important to recognize their needs to recreate and maintain healthy interpersonal relations with peers. This area of concern is especially magnified for persons considering scattered site placements who may be lacking in interpersonal skills and have little opportunity for peer support outside the workplace.

   For this reason, Rise case managers have discovered they must carefully coordinate case service plans which address the needs for social contact among these placement candidates. These needs have been managed in a number of ways including the following:

   a. advocating for recreational programs and a "drop-in" social club;
   b. advocating for specialized community education programs offered in the evenings for persons with disabilities;
   c. inviting these individuals to agency-wide sponsored activities/events such as our annual Christmas party and summer softball picnic;
   d. assisting the workers in developing positive peer relations with nonhandicapped persons employed by the host site;
   e. placing individuals with severe interpersonal skill deficits into work enclaves for increased support; and
   f. providing counsel to guardians regarding the positive role they may play in leisure activity planning.

E. Securing the Support of Existing Staff Persons

Organizational change can be extremely difficult for some staff people who have a great deal invested in the existing habilitation program model. The process of work model conversion can arouse feelings of "paranoia" about job security or being "abandoned" by an administration taking a new course of direction unless these matters are openly discussed with these staff persons.

Work model conversion is only possible when a team approach is fostered and the staff assigned to internal programs, such as Sheltered Employment or Work Activity share in the goals and rewards associated with job placement. For this reason, it is important to address the critical role these staff persons play and involve them in the planning and implementation of your Industrial Work Model goals. A failure to actively involve these staff may result in the development of divisive or dual service systems which are lacking in common goals, cooperation, and service coordination.

To administer these work programs as autonomous entities would be counterproductive to the goals of work model conversion. It is important for staff assigned to

internal programs to maintain a positive attitude and goal orientation regarding the movement of workers into industrial work options. These staff persons wield a great deal of influence and may effectively shape the attitudes and perceptions of these workers thereby easing their transition into industrial work sites. If these staff assume no responsibilities or active role in this process, it is more likely the status quo will be maintained making conversion difficult if not impossible.

In order to secure their support, it is important for staff of internal facility programs to receive proper training in the philosophies and principles underlying the Industrial Work Model. It is desirable for these staff to experience a "hands-on" or apprenticeship period in industrial work sites whenever this can be arranged. This experience raises their level of awareness and provides a technical basis for implementing program plans which encourage the movement of workers toward industrial work options.

Our methods of insuring the active involvement of these key staff persons is through effective program evaluation strategies. Before each fiscal year, our agency establishes quantifiable job placement goals for workers served in its internal programs. These staff are given an active role in setting these goals and identifying the administrative support they will require in achieving them. Quarterly management reports are generated for these programs to evaluate our progress and discuss strategies for the coming quarter.

The program evaluation system used by Rise gives staff appropriate opportunities for input, responsibility, accountability, and rewards as they relate to our Industrial Work Model goals. It also provides a framework for dialogue with these staff regarding desired administrative or service delivery changes which are needed to support them in attaining our job placement objectives.

In summary, it is only when administrative and direct service staff of internal and external programs are working toward a common purpose and sharing equally in the rewards and successes of the Industrial Work Model that significant inroads may be achieved in the direction of program changeover or conversion.

F. Gaining the Support of Referring Agencies

Many public and private agencies exercise a significant influence upon vendors of habilitation and rehabilitation services by virtue of their participant referral and purchase of service patterns. For these reasons, it is extremely important to maintain close communications with these sources when your organization is planning basic changes in its program philosophies, methods, and outcomes of services. In order to effectively plan and implement Industrial Work Model services, therefore, it is important to gain the support of referring agents who routinely interface with your agency.

In our efforts to plan and implement fundamental service system changes, Rise has found it critical to establish and maintain effective interagency working relationships with local school districts, county social service departments, mental health agencies, residential facilities, developmental achievement centers, state and private hospitals, consumer and advocacy organizations, State Department of Human Services (welfare), State Division of Rehabilitation Services, United Way, and other important human service organizations. These administrative outreach efforts have resulted in the following outcomes:

1. Referring agents are better informed regarding our changes in program philosophy and policy.
2. They are better informed regarding the types of Industrial Work Model services available for purchase.
3. There is an increased understanding of Industrial Work Model objectives and outcomes to be achieved thereby facilitating improvements in their referral patterns.
4. Our mutual understandings are more effectively communicated to prospective service candidates and their families thereby enhancing an easier transition into Industrial Work Model options.
5. We have achieved a more effective and better coordinated case management system resulting from a shared sense of program goals, methods, and outcome expectations.
6. We have achieved an improved framework for interagency program planning to meet the employment needs of future TEP and SEP participants.

Chapter Eight

Staffing

A. Introduction

Once you have determined the type, scope, size, and costs for your work model, you will need to evaluate an appropriate staffing pattern to carry out your service plan. The staffing complement is an extremely important element of your program planning efforts and should be assessed with great care.

With the rapid emergence of Industrial Work Models as programs of choice for persons with severe disabilities, there has been considerable administrative interest in the changing staff roles, functions, qualifications, and overall complement of positions required to successfully operate these programs. Rise continues to field numerous inquiries from both existing providers and new vendors who are considering their staff recruitment needs for TEP and SEP work models.

To be sure, one of the most important administrative decisions your agency will make pertains to the quality of staff chosen to represent your organization in these business endeavors. It is essential to recognize the visibility of these staff and overall impressions they will make as business representatives of your company. Your agency will be judged as a viable business partner only when well-trained, skillful, and responsive individuals are recruited to assume these important jobs.

It has been our personal experience at Rise, the quality of staff selection can "make or break" a successful partnership we are seeking to develop with a local company. For this reason, our agency looks at the area of personnel recruitment quite seriously and searches for the best trained, competent, and reliable person for each job.

One of the principle barriers to recruiting competent staff persons for TEP and SEP direct service positions, however, has been the absence of specialized training or educational programs geared to produce effective practitioners. As institutions of higher learning have been somewhat slow in adjusting to the increasing demand for professionals with TEP and SEP service competencies, it has been necessary for Rise and many other organizations to develop their own in-service training program for persons hired for these positions. These staff in-service training programs are based on our agency's experiences in regards to job functions and usually includes an "apprenticeship" period under the guidance of an experienced TEP or SEP staff practitioner.

B. Development of TEP and SEP Staff Roles

The delineation of staff roles, functions, and competencies for transitional and supported employment programs is a subject receiving considerable attention both at the state and national levels.

In 1985, one of the authors was invited to take part in a national study sponsored by the U.S. Department of Education, Office of Special Education and Rehabilitation Services (OSERS). This study was conducted by Harold Russell Associates, Inc., Winchester, Massachusetts, and involved analyses of responses from a nationally

selected panel of individuals representing a wide range of disciplines relevant to TEP and SEP work models.

The project employed a Delphi Process as a means of collecting data and structuring communication among the panel members. The Delphi technique is a process of gathering opinions from a heterogeneous group of individuals when the time and cost of frequent meetings is not possible. "The advantage of the Delphi Process for this study were:

1. Consensus about major issues was quickly reached.
2. Areas of lack of agreement were analyzed and some interpretation was provided.
3. This technique is expedient and provided the structure to maintain consistency" (Harold Russell Associates, October, 1985, p. 3).

A series of questionnaires were completed by the panelists over a six month period analyzing their views regarding the roles, functions, and competencies of management and direct service staff of transitional and supported employment programs. Following the Delphi Process, a Consensus Seminar was held in Washington, D.C., in September 1985 to discuss the results and findings of the study and make recommendations to OSERS concerning the training and education of TEP and SEP personnel.

Due to the complexity and potential range of positions which may comprise a staffing pattern for TEPs and SEPs, the Harold Russell study group chose to focus on a broadly defined staff role entitled "Employment Training Specialist." In its final report to OSERS, however, it was stated that:

> "organizations should have the flexibility to decide their own staffing pattern... and certain management functions could also be added to the direct service role depending on an agency's staffing pattern"(Harold Russell Associates, 1985, p. 8).

Although the Harold Russell study did not delineate an exhaustive menu of job functions and competencies critical to the successful operation of TEPs and SEPs, it did identify a core range of responsibilities and skills which may serve as an initial framework for defining the roles of direct service staff. The core job functions identified for the Employment Training Specialist include the following:

1. provide on-the-job training to severely disabled persons;
2. analyze the job tasks to develop a training program;
3. provide supervision to the disabled trainee;
4. utilize behavior management techniques to insure disabled employees learn appropriate work behaviors;
5. advocate for integrated relations with the employer and co-workers;
6. utilize fading techniques to withdraw staff or support services when appropriate; and
7. negotiate work-related issues with employers such as schedule, site modifications, etc.

The following functions were appraised as management responsibilities, but may be added to the direct service role when appropriate to local circumstances:

1. oversee the operations of the program;
2. recruit staff, provide supervision, and to evaluate staff performance;

3. implement systems to monitor the programs' finances and operating budget;
4. implement ongoing program monitoring and evaluation system;
5. establish the necessary policies for the administration of the agency;
6. develop and implement an annual plan;
7. develop operating agreements with industry;
8. develop relationships in the business community for program marketing;
9. establish systems to monitor production and inventory;
10. develop work sites for disabled persons;
11. design appropriate types of work models for industry (e.g., enclaves, mobile crews);
12. participate in business community activities;
13. market program in business community; and
14. perform job market analysis to identify potential industries in which to establish programs.

The job competencies identified for the Employment Training Specialist are as follows:

1. knowledge of disabled employees' job requirements;
2. understanding of employers' job requirements;
3. ability to train effectively;
4. interpersonal skills, such as good communication ability;
5. knowledge of task analysis;
6. knowledge of behavior management techniques;
7. understanding of industry procedures;
8. knowledge of work/personal adjustment skills; and
9. understanding of relationship between programmatic needs and severity of handicap.

This study group identified competencies more commonly associated with managerial roles, but may be added to the job descriptions of some direct service positions at the discretion of the employing agency. These additional competencies include:

1. ability to establish program performance goals;
2. business management skills;
3. understanding of private sector procedures;
4. knowledge of funding mechanisms;
5. staff training skills;
6. public relations and marketing skills. (Harold Russell Associates, 1985).

On June 10 and 11, 1986, a symposium on the emerging staff roles of direct service personnel for supported employment programs was sponsored locally by the Minnesota Association for Rehabilitation, Education, and Training (MARET) in collaboration with the Minnesota Association of Rehabilitation Facilities (MARF) and Minnesota Division of Rehabilitation Services (DRS). Forty-two participants from referring agencies, developmental achievement centers, and rehabilitation facilities, representing all regions of the State of Minnesota, were invited to the conference to share their views regarding the evolving profession of SEP direct service staff.

The MARET symposium was organized in recognition of the expanding role of SEPs in serving adults with severe disabilities and a need to examine the educational and training requirements for field practitioners involved with these program models. The primary purpose of the conference, therefore, was to develop and prioritize a list

of roles and functions involved in providing supported employment and the core competencies necessary to carry out these job duties.

In order to obtain a more complete data base, the participants were organized into small groups of no more than eight persons to maximize input and discussion. In addition, each group was "balanced" to provide representation from referral sources, administrative, and SEP direct service viewpoints as well as perspectives from both the rural and urban areas of the state. Each small group was facilitated by a member of MARET and instructed initially to address two fundamental questions:

1. "What do job coaches and direct service personnel of SEPs do?"
2. "What do these personnel need to know to do what they do?"

The data generated from each small group was synthesized afterwards into a more complete list of functions and competencies for symposium participants to review, discuss, and prioritize in their order of importance. The results obtained from these tasks are presented below. It is important for the reader to recognize this information represents an initial synthesis of thoughts and understandings on this subject as perceived and expressed by the MARET conference attendees. Additional research may be necessary to validate the results.

RANK ORDER	FUNCTIONS
1.	Trains clients on specific job skills.
2.	Trains clients on appropriate behaviors needed for success on the job.
3.	Conducts task analysis of client job duties and responsibilities.
4.	Modifies/adapts work station and/or job duties to accommodate handicapped worker.
5.	Communicates with the client prior to initial placement about job expectations, duties, etc.
6.	Conducts job analysis of specific skills required to perform work.
7.	Involves on-site personnel in the training and supervision to prepare for fadeout.
8.	Monitors relationships between co-workers, employer and employee to assure that positive and supportive communication occurs.
9.	Orients client to work site, i.e., time cards, restrooms, break areas, rules, etc.
10.	Coordinates and provides ongoing communication with parents, residential providers, social workers, DRS counselors, etc., to provide information on client status on the job.
11.	Conducts time study to determine business productivity rates and performance expectations.
12.	Prior to training or introducing client to the job site, trainer learns job skill that will be required of client.
13.	Provides ongoing assessment and recording of client performance and productivity.
14.	Provides periodic follow-up services at the work site based on the individual needs of the client to promote job retention.
15.	Communicates with parents, residential providers, social workers, DRS counselors and others regarding initial intentions to place client in a community-based employment site.
16.	Trains client on job safety at job site.

17. Interprets Department of Labor rules and regulations for employers, assists employers in completing paperwork associated with subminimum wage certificates, and continue to communicate with employers on status of special wage certificates.
18. Develops client training plans to instruct on job specific skills.

* Trains client to advocate/solve their own problems on the job.

19. Trains clients on use of public (or other types of) transportation to travel to and from job site prior to placement.
20. Trains clients on new skills and job requirements introduced to the job at some point during tenure on the job.

* Provides ongoing assessment and recording of client behaviors on the job.
* Provides information on client as requested by interdisciplinary team to facilitate initial decision regarding client placement in employment.

21. Identifies potential employment sites for new job openings for clients.
22. Develops individual employment goals and objectives (IPP, IWRP, IEP).
23. Models appropriate work behaviors to shape client behaviors.
24. Develops/modifies job description of the employment site to conform to expected client job duties.
25. Oversees work scheduling, quality control and product flow.
26. Performs work tasks not completed by the client at the job station.

* Provides ongoing job modifications/adaptations to solve client job skill related problems.

27. Determines and monitors income maintenance benefits (SSI, SSDI, MA, etc.) in relation to wages earned.
28. Conducts analysis of business social climate.
29. Analyzes assessment data recorded on client productivity and behaviors and using this information monitors individualized client goals and objectives.
30. Discusses various employment program options with employers, i.e., enclaves, scattered sites, crews, etc.

* Provides "advocacy" related services on behalf of the client, i.e., monitoring compliance with vulnerable adults statutes.

31. Trains client on safety skills prior to job placement.

* Develops initial employer agreements to secure job openings.

32. Primary responsibility for conducting initial assessment to determine client appropriateness for community-based employment.
33. Assists clients in making transition from supported employment to individualized competitive employment work stations.

* Teaches client self-advocacy skills.

(Identification of Job Coach Competencies, Staff Roles, and Agency Administrative Patterns, MARET, 1986)

* Denotes equal rankings by workshop attendees.

Following the group prioritization of job functions, the participants were requested to identify the technical knowledge or competencies necessary to carry out the top eight functions. The responses of the conference attendees are presented below.

Competency 1 Train clients on specific job skills.

"In order to function successfully in my role as a supported employment staff member, I need to know how to...."

1. effectively read case files to obtain initial impressions of client strengths and weaknesses.
2. determine the client's appropriate learning mode, i.e., visual, sensory, hands on, etc.
3. develop training hierarchies.
4. deal with complex terminology, i.e., medical, psychological, etc., in client case files.
5. assess and record data on behavior and performance at the work site.
6. understand bias that appears in case files and client reports to interpret reports as objectively as possible.
7. modify work sites and work routines.
8. conduct task analysis.
9. conduct job analysis.
10. modify jobs.
11. function as a team member with other interdisciplinary staff.
12. implement a variety of systematic instructional procedures for client training.
13. understand various disability groups and factors and the relationships of these factors to employment situations.
14. understand learning theory.
15. be systematic and organized in training methods.
16. solve client-related job problems at the work site.
17. communicate effectively with employers, other agency staff, parents, group home personnel, etc.
18. develop training plans for clients.
19. make clients aware of career goals and interests.
20. educate co-workers on the client's employment strengths.
21. implement effective reinforcement methods.
22. use situational and other forms of assessment to evaluate clients.
23. determine quality standards, employer expectations, etc.

Competency 2 Train clients on appropriate behaviors needed for success on the job.

"In order to function successfully in my role as a supported employment staff member, I need to know how to...."

1. recognize and document behaviors that are detrimental to employment retention.
2. restructure the employment environment to attempt to control for problem behaviors.
3. use behavior management strategies.
4. use natural reinforcements at the worksite.
5. investigate other environments of the individual's life to assess behaviors.

6. use pharmacological information to understand the side effects of certain medications, i.e., those used to control epilepsy, behavior, etc.
7. request assistance from other staff at the agency to help in controlling inappropriate behaviors at the job site.
8. use constructive criticism in my responding to clients at the worksite.
9. use positive modeling techniques to influence client behavior.
10. use basic principles of work adjustment.
11. be consistent in my responding to clients, co-workers, and employers.

Competency 3 Conduct task analysis of client job duties and responsibilities.

"In order to function successfully in my role as a supported employment staff member, I need to know how to...."

1. develop a systematic process, i.e., reporting formats, structured procedures for conducting task analysis.
2. have good observation skills and record interactions between employees and the client at the worksite.
3. use specific work tasks required by the first-line supervisor at the worksite.
4. develop training plans based upon task analysis.

Competency 4 Modifies/adapts work station and/or job duties to accommodate handicapped worker.

"In order to function successfully in my role as a supported employment staff member, I need to know how to...."

1. find and use resources of other agencies and professionals specialized in job modification procedures, i.e., Division of Rehabilitation Services, Courage Center, etc.
2. use common sense, economical modifications.
3. be willing to experiment with several alternatives.
4. request information from the client on the best methods to modify a work environment or activity.
5. request assistance from first-line supervisors and/or direct employer on suggestions to modify the work station.

Competency 5 Communicate with the client prior to initial placement about job expectations, duties, etc.

"In order to function successfully in my role as a supported employment staff member, I need to know how to...."

1. effectively present information to a client about specific work tasks, behaviors, etc.
2. put the client at ease about intended work placement.
3. determine whether or not the client is actually interested in the proposed employment situation.
4. motivate the client about the intended job placement.
5. make the client feel that they have the ultimate choice in the employment option.

Competency 6 Conduct job analysis to specific skills required to perform work.

"In order to function successfully in my role as a supported employment staff member, I need to know how to...."

1. identify and sequence the job tasks.
2. ability to see the relationship between the client's work tasks to other co-workers functions at the job site.
3. observe the performance of co-workers to record specific skill levels required for each task.
4. use information on job classification (D.O.T).
5. interpret the physical demands of the job.
6. determine the specific cognitive levels required at the worksite to perform each task.
7. use job description information.
8. recognize and document safety requirements of the job.
9. use job analysis information to develop client training plans.

Competency 7 Involve on-site personnel in the training and supervision to prepare for fadeout.

"In order to function successfully in my role as a supported employment staff member, I need to know how to...."

1. determine the implications of business hierarchy structures, i.e., supervisory level, management level, and upper management level.
2. identify the co-worker(s) who will be the person who continues to assist and monitor the client, (should be done as early as possible in the placement and training).
3. make other employees aware of the characteristics and training needs of the handicapped client.
4. effectively train co-workers and develop rapport to facilitate training.
5. make accurate decisions on when to fade out training.
6. develop and use criteria for fading out.
7. reinforce co-workers for their cooperation.

Competency 8 Monitor relationships between co-workers, employer and employee to insure that positive and supportive communication occurs.

"In order to function successfully in my role as a supported employment staff member, I need to know how to...."

1. intervene appropriately when a client is experiencing a difficulty in completing a task or exhibiting inappropriate behavior.
2. openly communicate to nonhandicapped employees and discuss with them their feelings and/or concerns regarding the clients experience at the worksite.
3. use all available resources at the employment site and effectively integrate the client into all aspects of the social environment of the worksite.
4. effectively terminate a client.
5. accept criticism as a staff member from co-workers and employees and respond constructively.

(Identification of Job Coach Competencies, Staff Roles, and Agency Administrative Patterns, MARET, 1986, pp. 6-10).

One of the most confusing outcomes of the Harold Russell and Minnesota Supported Employment studies relates to the assigned responsibility for job creation. There appears to be divided opinion as to whether the function of job development belongs in the administrative or direct service domain. In both studies, it became apparent this responsibility was managed differently by vendors providing TEP and SEP services.

It became equally apparent that staffing patterns and division of labor are managed in a variety of ways. Larger urban programs, for example, have a tendency to specialize some staff roles around fewer job functions while smaller or rural programs may require more generalized staff roles involving diversified job functions including some administrative activities. To state it simply, there appears to be evidence that the division of labor for TEP and SEP staff roles can be organized in a variety of ways as long as the job functions are carried out effectively and efficiently by competent individuals.

The participants of these two studies also expressed divided opinions regarding the level of education needed by direct service personnel for these work models. These perspectives ranged from a master degree education to no college experience at all. This discrepancy may be attributed to a number of factors such as the type of work model, program size, budget, and division of job functions adopted by these agencies.

The Harold Russell study and Minnesota Supported Employment symposium represent first attempts to define the staffing roles of personnel involved in TEP and SEP programming. It is likely that organizations developing Industrial Work Models will identify certain functions and competencies peculiar to their local circumstances. For this reason, it is advisable to carefully assess the job functions which will be necessary to meet your obligations to program participants, employers, and referring agencies. This assessment will assist your organization in determining the qualifications and staffing pattern you will require in meeting your program objectives.

C. Rise Staffing Model

Our experience at Rise affirms the notion a diversified staffing pattern for Industrial Work Models may indeed include a complement of individuals with varying degrees of expertise and education. Our staff recruitment decisions normally follow a careful administrative assessment of the competencies which will be necessary to carry out critical programmatic functions and activities. Some of the determinants that are factored into our decision-making include the following:

1. the work model format (scattered-site, enclave, mobile work crew)
2. the disability population to be served
3. the nature of the work or tasks to be performed at the business site
4. the program services to be provided by the staff position.

The nature of the work format for which Rise is recruiting staff has considerable influence upon our personnel needs. Our agency has held a preference for recruiting individuals with a baccalaureate degree to manage the dynamic functions

associated with scattered-site job placement activities. In our experience, these direct service staff require experience or a capacity to acquire technical expertise in such areas as job development, environmental and job analysis, behavior management, job modification and restructuring techniques, case management, employer incentive programs, Department of Labor; Wage and Hour regulations; and multiple on-site instructional strategies including discrepancy analysis, prompting, behavior shaping, and fading techniques.

The staffing pattern necessary to oversee work enclaves or mobile crews may be a great deal different from the scattered-site approach. It may not be essential, for example, for a work site supervisor to be skilled in the art of marketing or job development. These competencies are extremely important, however, for those staff persons who are assigned the responsibility for developing scattered-site employment options in a variety of industrial settings.

The nature of a work enclave or mobile crew normally restricts its focus to one or a few occupational areas. This quality enables an agency to target its staff recruitment around a particular set of competencies important to the type of work or tasks to be performed by program participants. Rise, for example, has in its employ a nurse who oversees the training of nursing assistants and a hotel management staff person who provides TEP job training in the hospitality occupations. Both of these staff persons required additional in-service training to assume other functions important to their job descriptions but manage all of their core responsibilities very well.

Due to structural differences in the provision of program services for individuals working in enclaves or mobile crews, Rise has chosen to remain flexible in its recruitment policy for these positions. When it is understood the participants are severely handicapped, inexperienced, and in need of intensive job training services, it is important to recruit staff who are knowledgeable in instructional methods as well as competent in the occupational area that the participants will be working.

In most instances, it is desirable to recruit staff with specialized expertise and experience with the target disability group with whom your organization will be working. Rise, for example, presently employs a cadre of nine professionals with background in mental health to oversee SEP services for men and women with mental health disabilities. Our agency has also found it necessary to recruit a staff member fluent in sign language to supervise training and work services for an enclave of SEP participants with a combined diagnosis of mental retardation, deafness and visual impairments. Presumably, other disability populations traditionally underserved, such as individuals with severe head trauma or autism may require a highly specialized staffing pattern to accomplish the goals set forth by your agency.

Interestingly, Rise has discovered its staffing needs for certain work sites may require modification with the passage of time and maturity of the workers. It has not only been possible, but desirable in some instances, to adjust our staffing when work enclaves progress from their developmental to operational or maintenance stages. In these circumstances, Rise may replace a highly skilled technician who has successfully launched a new business venture with a staff person having lower levels of skill when the critical job functions required of this individual diminish.

This practice provides a number of advantages for the service vendor. First, it maximizes resources during the developmental and most critical stages of your business partnership when the workers require the most intensive support and the employer is evaluating your relationship. Second, when this staffing adjustment is possible,

it lowers the operating costs for previously trained workers who now require less specialized, but ongoing supervision and assistance. Third, it encourages your most experienced and skilled staff to assume new business ventures, thereby preserving the job challenge normally necessary to maintain the interest of these talented staff.

In recent years, Rise has found it helpful to employ a pool of part-time professionals who are available to provide on-site job coaching or training on a demand basis. This pool was created to provide a measure of flexibility when full-time staff are unable to manage the demand for this service. All of these employees are in-service trained by Rise and dispatched to various work locations throughout the Twin Cities by a program coordinator when their services are needed. These staff are matched with job training prospects given their individual levels of expertise with particular disability populations, occupational experiences, geographic locations, time availability, and so forth.

The staffing complement presently employed by Rise to support its Industrial Work Model includes several units of administrative and direct service employees. This staffing model is a product of evolutionary changes in response to our program growth and increasing administrative demands. Once again, our agency's breakdown of job functions is an administrative prerogative based upon local experience and circumstances. Assuredly, other staffing patterns may be structured to accomplish similar program objectives.

The following staffing model (Figure 13) identifies a representative complement of positions for a Rise Industrial Work Model unit. This schedule of positions include the following:

1. Program Coordinator
2. Intake Specialist
3. Vocational Evaluators/Planners
4. Service Team Leaders (Enclave Team)
5. Work Site Supervisors (Enclave Site)
6. Job Placement Personnel (Scattered Site)
7. Part-Time Job Coach/Extended Support Personnel (Scattered Sites).

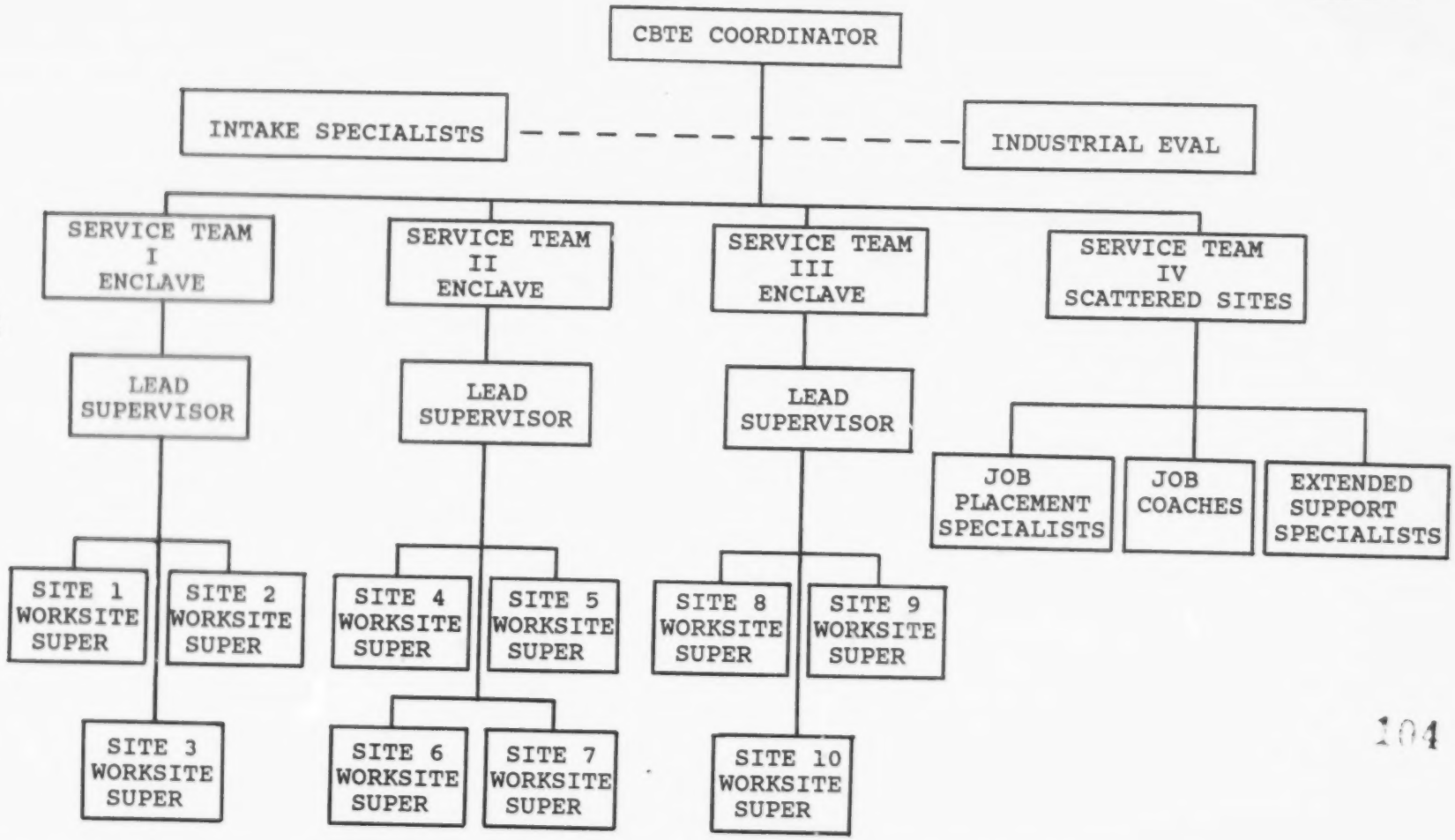
A brief description of each position is presented below.

1. **Program Coordinator**

A Program Coordinator is assigned primary responsibility for the day-to-day administration of a TEP or SEP unit. This individual is skilled in all areas of primary program services and is responsible for the supervision of direct service staff assigned to his or her unit. All Program Coordinators are responsible for the implementation of quantifiable and qualitative program goals established independently for each TEP or SEP unit. These individuals report directly to our agency's Program Manager who is responsible for the overall administration of Rise's service delivery system.

Figure 13

RISE, INCORPORATED
COMMUNITY BASED TRAINING & EMPLOYMENT
STAFFING MODEL



2. **Intake Specialist**

An Intake Specialist is assigned to each TEP and SEP unit. This individual is responsible for the orderly dissemination of information regarding program eligibility, employment opportunities and services available through Rise's Industrial Work Model. The Intake Specialist works closely with referring agencies, school systems, human service professionals, families, and prospective candidates to assist them in determining the appropriate mix of services which may be necessary for the individual to obtain his or her employment goals.

3. **Vocational Evaluators/Planners**

Many individuals referred to Rise for TEP and SEP services do not have clear employment goals at the point of referral. Vocational evaluation personnel are employed by Rise to assist TEP and SEP candidates in choosing suitable employment goals and the appropriate selection of services which will lead to competitive or supported employment outcomes. Our Vocational Evaluators are competent in diagnostic assessment techniques and have access to a broad network of community work sites for determining employment options for new participants.

4. **Service Team Leaders - (Enclave Sites)**

A Service Team Leader is a skilled technician responsible for the maintenance of program operations for a small group or "team" of work enclave sites. A Service Team Leader supervises three or four work sites and provides an important array of support services critical to the successful operation of TEP or SEP services. These support services include: (a) new program or work site start-up, (b) liaison with industry personnel, (c) case management for TEP or SEP participants, (d) training and other essential direct services, (e) site back-up support to cover illness, vacation, staff development, and other forms of leave, and (f) liaison with Rise Program Coordinator.

5. **Work Site Supervisors - (Enclave Sites)**

Work Site Supervisors oversee primary direct service activities for TEP or SEP participants served at work enclave sites. These services include work assessment, job training, work supervision, counseling, and advocacy services. The expertise of these supervisors is matched as closely as possible to the population served, type of work performed at the host site, and nature of services required by TEP and SEP participants. Work Site Supervisors maintain responsibility for day-to-day program operations and communications with key personnel employed by the host business site.

6. **Job Placement Personnel - (Scattered Site)**

Job Placement Specialists are responsible for developing employment opportunities in community businesses which are compatible with the job goals established for our TEP and SEP participants. All Rise Job Placement Specialists are competent in the areas of job development, employer incentive programs, and liaison with industry personnel.

The composition of a job placement caseload, however, may require a mastery of additional competencies. A caseload of adults with mental health disabilities, for example, will require a knowledge base of mental illness not customarily held by a typical human service professional. In other circumstances, Rise may prefer experience or technical background in particular occupational fields associated with target training areas offered through TEP. In addition, our agency requires technical expertise in instructional methodologies and environmental adaptations for job placement personnel assigned to SEP units.

7. **Part-Time Job Coach/Extended Support Personnel - (Scattered Sites)**

In order to meet the job training and follow-along support services required by SEP participants placed into scattered work sites, Rise has recently recruited a pool of professionals to deliver services on a part-time basis. Some of these staff assume a small caseload and provide services on a scheduled basis to SEP participants working in various scattered site locations. Other part-time SEP personnel provide services on a demand basis following a new job placement or when our program schedule demands so warrant. The competencies required of these personnel are also matched with the particular disability population, work performed, and services needed by the workers placed in scattered site locations.

The core staff members assigned to all Rise Industrial Work Model programs are supported by additional administrative personnel employed by our agency such as marketing, accounting, production, transportation, clerical, public relations, and program management staff.

D. Important Staff Attributes

As previously indicated, it may be difficult for your agency to find staff persons with previous training or experience in the areas of transitional or supported employment. This reality may shift the burden of staff development to your organization through direct in-service training or by tapping outside resources which may be in a position to provide technical assistance.

Throughout our years of program development, Rise has been frequently unsuccessful in locating TEP or SEP staff who are ready to assume their job responsibilities without a well-defined apprenticeship period. In those circumstances where qualified individuals are unavailable, our agency adjusts its recruitment focus from previous training, education, and experience backgrounds of the candidates to their "potential" for acquiring the competencies necessary to become effective practitioners.

Rise has identified four important attributes which may serve as predictors of staff potential for transitional and supported employment programs. These attributes include:

1. the individual's value systems or attitudes about the importance of placing persons with severe disabilities into integrated work settings;
2. the individual's ability to communicate effectively with all key stakeholders including business persons, human service professionals, TEP and SEP participants, and the general public;
3. the individual's ability to manage conflict through effective problem-solving; and

4. the individual's creativity as measured by his or her ability to suggest multiple approaches to job instruction, support services and environmental changes which may be necessary to achieve successful worker/job matching.

Although some of these qualities are difficult to assess in the traditional job interview process, it may be possible to isolate a candidate's potential in these areas through an "in-basket" approach. During this interview technique, job applicants are presented with situational tasks orally or through written materials which require well thought out responses from the candidates. By evaluating the quality and creativity of these responses, you should be able to screen good employees for your Industrial Work Model.

In our experience, the presence of these staff qualities provide an excellent foundation from which additional competencies may be readily acquired through in-service training and on-the-job experiences.

Chapter Nine

Service Delivery Strategies

A. Introduction

The administrative philosophies driving the service delivery systems of Rise have not changed in substance during our nine years of experience with the Industrial Work Model. These program philosophies ensure equal access to:

1. paid employment in a variety of integrated, community business settings as the preferred outcome of services;
2. the maximum number of training and employment options available given marketplace and program funding parameters;
3. the type and degree of training and support services which are necessary to achieve and maintain competitive or supported employment outcomes;
4. program services at a cost-benefits ratio affordable for public agencies; and
5. integrated work services for multiple disability populations as identified by local community needs and availability of resources.

These administrative philosophies are presented for the purpose of acquainting the reader with those influential factors contributing to the planning and development of our Industrial Work Model. Assuredly, an alternate set of organizational service philosophies and administrative emphases are likely to produce different service delivery structures and outcome products relative to locally identified needs.

B. General Program Characteristics

The Industrial Work Model operated by Rise has numerous design features to enhance the delivery of services for persons with disabilities who require varying degrees of employment assistance. These program characteristics are presented below.

1. Time Limited vs. Ongoing Support Services

The program duration necessary to achieve and maintain employment in community businesses varies with each participant depending upon his or her job goal, identified service needs, and severity of handicapping condition(s). In order to match their employment preparation and placement goals with appropriate service delivery systems, Rise provides both time-limited and ongoing support services.

The Transitional Employment Program (TEP) is available for individuals with competitive employment goals who require time-limited program assistance in achieving these outcomes. The transitional portion of our work model enables participants to benefit from:

a. specialized job training and placement assistance in specific occupational areas; and
b. direct job placement assistance for persons who have acquired marketable skills through previous employment, education, or job training experiences.

Our agency has been operating the transitional portion of its work model with excellent results since 1977. During this period, more than 400 persons have entered competitive employment with better than an 80 percent job retention rate. The program duration required to obtain these outcomes has run from a few weeks to six months depending on the intensity and mix of services required by TEP participants. The average program duration has run approximately 16 to 20 weeks for persons requiring job training preparation and approximately four to five weeks for those in need of direct job placement assistance.

At Rise, the transitional service approach to competitive employment is viewed as the preferred service delivery model, when appropriate to participants' needs. These service models have historically produced the following results for our agency's participants:

a. optimum employment outcomes at prevailing wages and fringe benefits;
b. increased levels of independence and self-reliance;
c. reduced levels of dependence upon public income assistance programs; and
d. most efficient use of program resources needed to obtain employment outcomes due to time-limited services.

Although TEP is the preferred method of service delivery, many individuals with severe handicapping conditions require a more intensive and long-range service strategy to obtain and maintain employment in integrated community settings. For this reason, Rise has initiated a Supported Employment Program (SEP) service track to meet the ongoing support needs of individuals for whom competitive employment appears unlikely.

The SEP portion of our work model has provided new employment opportunities for persons previously considered inappropriate for community placement. The provision of a more intensive and ongoing support system has enabled Rise to place more than 250 persons with moderate to severe disability conditions into integrated employment options. The maintenance of our program support systems beyond the customary job follow-up period has resulted in a job retention performance ratio of 80 percent or greater for all persons placed by our agency's SEP units.

The development of SEP service delivery structures has resulted in major benefits for Rise and our agency's participants alike. These benefits include the following:

a. equal access to integrated employment in community business for all workers regardless of previous work experience and severity of disability;
b. reduced participation of workers in more segregated, adult habilitation programs;
c. increased wages, independence, and overall self-sufficiency of workers; and
d. reduced levels of dependence upon public income maintenance programs.

In order to ensure the most cost-effective SEP services possible, the frequency, intensity, and duration of programming are customized to individual circumstances. The levels or degrees of support required by individual workers are evaluated and adjusted on a regular basis. Through the implementation of program "fading" techniques, the types and levels of service must be justified and availability of staff resources adjusted accordingly to maximize the use of limited SEP funding.

Our experience with the Industrial Work Model supports the theory that individuals with severe disabilities can acquire the basic job skills required to be pro-

ductive workers. The maintenance or job retention of these positions, however, requires an ongoing, structured support system to manage job-related and avocational concerns not customarily assumed by the employer.

2. Open-End vs. Closed-End Work Stations

The Rise Industrial Work Model features a combination of "open-end" and "closed-end" work stations to meet the diversified service needs of our program participants. Open-end or "revolving" work stations are positions which are held by TEP or SEP participants on a time-limited or transitional basis until specific service objectives have been satisfied. Rise typically uses open-end work stations to carry out vocational evaluation and job training plans developed for TEP and SEP participants.

Rise has discovered a number of administrative and service advantages in setting aside a percentage of open-end work stations for its work model. These include the following:

a. providing industrially-based work evaluation experiences for individuals undecided upon a particular job goal;
b. preserving work experience stations for individuals with little or no previous vocational training or employment orientation;
c. preserving specific job training stations leading to related competitive or supported employment;
d. preserving ideal learning environments which provide optimum conditions for the provision of job training, work experience, and employment preparation opportunities;
e. reducing training and job preparation expenses through service efficiency and economies of scale; and
f. generating fee income for time-limited services which help to defray overall costs for Industrial Work Model programming and administration.

Although open-end work stations may enhance the overall service delivery strategy of an Industrial Work Model, these positions may have inherent weaknesses if improperly fused into a service network. The open-end work station, for example, may not be the most suitable service delivery approach for men and women with SEP employment goals. As these work stations are revolving and normally vacated by a participant following the attainment of specific service goals, they may be inappropriate and pose major barriers for individuals who have difficulties in the areas of generalization and maintenance of acquired skills.

A second concern relates to organizational priorities and economy of job development effort. An agency which devotes a disproportionate marketing energy toward the development of open-end work stations may find itself "deep" in training options, but "short" on results. In other words, participants in time-limited work stations will not have employment outcomes to look forward to when they achieve their service objectives.

The cornerstone of any service delivery design for Industrial Work Models must include substantial activity directed toward the development of closed-end work stations. Closed-end work stations are positions custom-developed for TEP and SEP participants and intended to serve as permanent outcomes of service.

From an administrative standpoint, these positions may be negotiated as permanent, gainful employment opportunities for TEP or SEP workers from the onset. Although the worker is engaged in employment, this does not prohibit the delivery of on-site training and support services during the initial learning period on the job. Nor should this status interfere with ongoing support services or advocacy which may be necessary to maintain supported employment outcomes.

In other instances, the employing organization may choose a time-limited, job training period prior to the TEP or SEP worker formally filling the employment position. This passage from training to employment status is primarily administrative and does not normally affect physical changes in the worker's tasks or job routines. This change to employment status is generally governed by the worker's job performance in relationship to agreements made with the employer.

3. Competency-Based Training Strategies

In an effort to clearly define its job training objectives, Rise has adopted a competency or performance-based approach to employment preparation. "A competency-based training program is one in which the performance goals are specified and agreed to, in rigorous detail in advance of instruction." (University of Minnesota, 1971, p. 1). Under the guidelines of a competency-based training program, a trainee must be able to demonstrate his or her abilities in and about a particular job setting through performance on work tasks and behaviors in the target environment.

Competencies, in this context, are defined as behaviors or a sequence of behaviors expected of a worker in an established work setting. Competency-based training programs require trainee mastery of behaviors and job skill clusters to satisfy the productivity requirements of a designated job. Staff assigned to Industrial Work Model programs are held accountable for the development of trainee job skills, and in some instances, modifying the work environment to meet an industry's minimum standards for satisfactory employment.

Competency-based training programs are developed through careful job analyses with businesses who employ workers in designated occupational areas. The purpose of these analyses are to identify valid behavioral objectives, work procedures, policies and performance standards required of workers in the job under consideration. The goals of these analyses are to establish minimum schedules of production or output which will be necessary to assure a satisfactory employment arrangement.

The data and information obtained from these studies are analyzed and used to develop individualized job training programs. The competency-based training concept has been extremely helpful in preparing TEP trainees for competitive employment in a variety of occupational families. These training principles are also valuable, however, in preparing men and women with severe disabilities for supported employment outcomes. Two competency-based training program examples are illustrated in Figures 14 A and B.

In summary, the provision of Industrial Work Model training at Rise has been guided by observance of competency-based training strategies. These methods have helped our agency achieve the following objectives:

a. establish program goals and objectives which are valid and meet industrial norms;

b. establish basic behavior and job performance appraisal guidelines or measures;
c. establish a systematic performance observation and evaluation schedule;
d. identify discretionary variables or factors that impact observational accuracy and judgement;
e. provide performance appraisal consistency;
f. improve program objectivity;
g. facilitate effective service delivery systems;
h. improve communications with program trainees and family members;
i. increase the participation of trainees in their individualized vocational plans;
j. improve communications with referring and sponsoring agencies; and
k. establish staff accountability by identifying measures of employment success.

4. **Multiple Work Station Formats**

In order to match the assessed service needs of our program participants, Rise develops work stations that offer varying degrees of training, supervision and support services from our agency. Work stations are typically developed on an individual (scattered site) basis or to accommodate a small group of workers (enclave or mobile work crew) with similar service needs. All industrial work stations are designed to serve a purpose consistent with the service delivery needs of our IEP and SEP workers.

It is usually preferable to place individuals into scattered work stations whenever feasible as these circumstances encourage integration in more natural proportions. Scattered work sites are ideal for individuals capable of competitive employment and others who can manage supported employment with intermittent support services from our agency.

In some circumstances, work enclaves and mobile crews provide the best employment support structure for persons with severe disabilities. The enclave and mobile crew format provides integrated employment opportunities with regular or continuous supervision and support services.

There are no simple formulas or criteria for determining the nature, intensity, or duration of services required by persons referred for Industrial Work Model services. The goal should always be to place the individual into employment outcomes which are the least restrictive and provide the maximum degree of independence and self-sufficiency. In most instances, scattered site placements are the best methods of achieving this goal. Work enclave and mobile crews, however, may provide the most suitable outcomes for individuals whose supervision and service needs are beyond the ordinary resources of industry.

RISE

Figure 14 (A)

Nursing Assistant Progress Report

8406 Sunset Road, N.E.
Spring Lake Park, MN 55432
(612) 786-8334

Name: _____ Month: _____ Date: _____

Referring Counselor: _____ Supervisor: _____

I. Practical Competencies	Data Unavailable	Needs Improvement	Acceptable Performance	Comments
1. Identifies equipment in resident's unit.				
2. Exercises proper hand washing technique.				
3. Passes and sets up food trays properly.				
4. Feeds resident properly.				
5. Makes beds: A. Unoccupied B. Occupied				
6. Takes and records vital signs accurately: A. Temperature - oral - rectal - axillary B. Pulse C. Respirations D. Blood Pressure				
7. Takes and records height and weight accurately.				
8. Gives personal care: A. Bed Bath B. Shower C. Tub D. Partial				
9. Provides hair care: A. Shampoo B. Combing				

I. Practical Competencies (Con't)	Data Unavailable	Needs Improvement	Acceptable Performance	Comments
10. Gives oral hygiene: A. With dentures B. Without dentures C. Unconscious resident				
11. Shaves resident: A. Electric razor B. Safety razor				
12. Gives enemas: A. Tap water or soap suds B. Fleets or medicated				
13. Gives nail care: A. Fingernails B. Toenails				
14. Gives perineal care: A. Male B. Female				
15. Applies Ace bandages and TEDS properly.				
16. Demonstrates proper skin care.				
17. Demonstrates proper back rub procedure.				
18. Offers bedpan or urinal properly.				
19. Demonstrates proper technique for catheter care.				
20. Demonstrates good body mechanics.				
21. Positions resident correctly.				
22. Transfers resident correctly.				
23. Ambulates resident correctly.				
24. Demonstrates proper range of motion technique.				

I. Practical Competencies (Con't)	Data Unavailable	Needs Improvement	Acceptable Performance	Comments
25. Demonstrates proper diabetic care: A. Diet B. Urine testing C. Foot care				
26. Uses restraints properly.				
27. Provides a safe environment for the resident.				
28. Measures and records intake and output accurately.				
29. Follows emergency and fire safety procedures.				
30. Cleans resident's unit correctly.				
II. Medical Concepts				**Comments**
31. Demonstrates understanding of basic medical terminology.				
32. Demonstrates understanding of basic anatomy.				
33. Demonstrates understanding of medical abbreviations.				
34. Demonstrates knowledge of nutrition and special diets.				
35. Demonstrates knowledge of medical asepsis.				
36. Demonstrates knowledge of resident's Bill of Rights.				
37. Demonstrates knowledge of aging process.				

II. Medical Concepts (Con't)	Data Unavailable	Needs Improvement	Acceptable Performance	Comments
38. Demonstrates medical ethics and etiquette.				
39. Demonstrates knowledge Re: Roles of other Health Team Members.				
40. Gives accurate reports to Charge Nurse or Team Leader.				
41. Attends work regularly.				
42. Arrives at work at correct time.				
43. Maintains personal grooming and hygiene.				
44. Demonstrates acceptable physical tolerance for job duties.				
45. Demonstrates appropriate behavior in relation to stress.				
46. Demonstrates understanding of job function.				
47. Follows instructions promptly and correctly.				
48. Demonstrates organizational skills.				
49. Performs and communicates as a Team Member.				
50. Demonstrates ability to make decisions/select alternatives.				
51. Performs at an acceptable rate of speed.				

IV. Related Learning Experiences	Data Unavailable	Needs Improvement	Acceptable Performance	Comments
52. Collects specimens using proper technique: A. Stool B. Urine C. Sputum				
53. Demonstrates understanding of resident admission and discharge.				
54. Exhibits understanding of death and care of the dead.				
55. Demonstrates understanding and purpose for CPR.				
56. Demonstrates knowledge in isolation technique.				
57. Demonstrates proper seizure precautions.				
58. Demonstrates knowledge of oxygen equipment.				
59. Demonstrates the use of a sling.				
60. Demonstrates the use of Aqua-K pad.				
61. Demonstrates proper cast and dressing care.				
62. Demonstrates proper application of cold packs.				

Vocational Summary:

Trainee Signature: _____

NOTE: The competencies contained in this report were developed by Rise through an occupational analysis study with Nursing Homes and Health Care Facilities in the Twin Cities. The program was also developed to meet the state approved curriculum for Nursing Assistants.

Figure 14 (B)

Hotel Housekeeper Progress Report

8406 Sunset Road, N.E.
Spring Lake Park, MN 55432
(612) 786-8334

Name: _____ Month: _____ Date: _____

Referring Counselor: _____ Supervisor: _____

Job Competencies I. Guest Rooms	Data Unavailable	Needs Improvement	Acceptable Performance	Comments
1. Vacuums carpets.				
2. Properly completes inventory sheet on a daily basis.				
3. Cleans mirrors				
4. Cleans and dusts all surfaces.				
5. Has a Do Not Disturb Sign on door(s).				
6. Records clean and vacant rooms in housekeeping office.				
7. Cleans room windows.				
8. Dusts and cleans lamps, pictures, TV set.				
9. Takes bedspreads, mattress pads, shower curtain to laundry as necessary.				

I. Guest Rooms (Con't)	Data Unavailable	Needs Improvement	Acceptable Performance	Comments
10. Spot washes walls.				
11. Locks doors on check-out rooms.				
12. Empties and disinfects wastebasket.				
13. Changes sheets and properly makes bed.				
II. Rest Rooms				
14. Cleans and disinfects sinks.				
15. Cleans and disinfects toilets.				
16. Cleans and disinfects showers.				
17. Polishes chrome in bathroom.				
18. Cleans mirrors.				
19. Cleans and disinfects walls and floor tiles.				
20. Supplies Kleenex and toilet tissue.				
21. Properly stocks towels, toiletries.				

III. General Duties/ Responsibilities	Data Unavailable	Needs Improvement	Acceptable Performance	Comments
22. Cleans thoroughly and consistently.				
23. Stocks dresser drawer.				
24. Prepares cleaning solutions correctly.				
25. Stocks desk drawer.				
26. Changes cleaning solutions as necessary.				
27. Brings soiled rags to laundry.				
28. Stocks supplies on phone stand.				
29. Stocks top of desk drawer.				
30. Notifies supervisor of supply shortages or items needing repair.				
31. Brings found items to head housekeeper.				
32. Signs out key consistently.				
33. Turns key in consistently.				
34. Demonstrates ability to learn and follow routine.				
35. Takes proper care of cleaning equipment.				
36. Follows safety precautions.				

III. General Duties/ Responsibilities (Con't)	Data Unavailable	Needs Improvement	Acceptable Performance	Comments
37. Maintains personal grooming in accordance with Facility Health Standards.				
38. Knocks before entering room.				
39. Communicates concisely over the phone.				
40. Fills out necessary forms/ checklists.				
41. Follows fire and emergency procedures.				
42. Performs other related duties as instructed.				
43. Cleans and empties vacuum daily.				

NOTE: The job competencies and standards of measurements used in this program were developed through job analysis of private business and industry and in accordance with regulations governed by the Minnesota Department of Health.

Trainee Signature _____

Comments

5. Train-Place vs. Place-Train Strategies

The inherent strength of an Industrial Work Model is related to its power of flexibility. Because individuals with disabilities may require highly individualized services to achieve their community employment goals, it is essential for programs to provide a degree of latitude to customize services as needed. The sequence of services required to obtain community employment outcomes, therefore, should be tailored to participants' needs and marketplace opportunities.

The Industrial Work Model offered by Rise employs both "Train-Place" and "Place-Train" service delivery strategies. The sequence of services our agency recommends to achieve competitive or supported employment outcomes is normally discussed and agreed to at the point of program admission or following a "hands-on" industrial evaluation period.

The delivery of job training services in the particular employment environment where the worker(s) will be performing their job duties is clearly the optimal setting for skills acquisition and maintenance. For this reason, the Place-Train service strategy is typically the preferred service sequence for adults with major handicapping conditions in the areas of learning, generalization, and maintenance of job skills. The Place-Train service approach might also be the preferred sequence for persons with mental health or emotional disabilities who may experience extreme levels of anxiety or stress during program transition and environmental changes.

The "Place-Train" service method may be executed on a scattered-site, work enclave, or mobile crew basis. The key administrative decision is to develop closed-end work stations for persons who will be best served by this program sequence.

The "Train-Place" service approach has remained the predominant employment preparation and placement strategy in the field of rehabilitation for many years. In our experience at Rise, this service sequence continues to have merit in developing valued and marketable skills and behaviors.

Our agency has especially experienced positive results using a "Train-Place" service strategy for the TEP portion of our work model. In these circumstances, trainees are taught specific job competencies in an occupational area of interest. Using open-end work stations and competency training formats, participants are subsequently placed in related competitive jobs in other business locations.

Since its inception in 1977, the TEP Division of Rise has provided job training or direct job placement assistance to more than 600 persons with disabilities and has assisted more than 400 individuals in achieving competitive employment outcomes. In its nine years of operation, TEP has consistently demonstrated a job retention performance of 80 percent or greater following 90 successive days of employment follow-up services.

The "Train-Place" service method is also used to enhance the employability of SEP participants in some circumstances. We have found this service sequence to be especially helpful for young adults leaving public education with little or no work experience. The "Train-Place" service strategy dedicates resources and time for exploring job interests, building vocational experiences, and refining work behaviors to more acceptable levels of employability.

As the "Train-Place" service method is transitional in nature, it should only be used when:

a. the work stations have value in shaping target work behaviors and developing job competencies which are marketable in the local economy;
b. the work stations are relevant to the individual's job goal;
c. the work stations are time-limited in nature with appropriate progress check points; and
d. additional resources and staff activities are directed toward the development of permanent competitive or supported employment outcomes.

The "Train-Place" service approach is usually conducted in group settings such as work enclaves or mobile crews to contain program costs. It is certainly feasible, however, to employ "Train-Place" methods at scattered work sites when appropriate to participants' service needs and the logistics associated with job training can be worked out with the employer.

6. Open-Entry, Open-Exit Program Strategies

The Industrial Work Model offered by Rise features an Open-Entry, Open-Exit (OE/OE) service policy. An OE/OE service format assures a flexible but organized delivery of program services specifically tailored to the employment development needs of TEP and SEP participants. As the OE/OE service approach is prescriptive in nature, it enables TEP and SEP workers to access a sequence of services which are necessary to obtain their employment goals.

Under the OE/OE service policy, a participant's format of entry into the work model is reflective of the individual's skills development, work experience, and previous vocational history. An Individualized Program Plan (IPP) is prepared for each participant which serves as a "road map" and guides the individual's journey to employment. The IPP activates the appropriate mix of services deemed necessary to achieve the worker's desired employment outcome.

The OE/OE service policy allows all TEP and SEP workers to progress at their individual rate of learning and credits participants for previously acquired job skills and behaviors. The competency-based training system adopted by Rise assures the workers have mastered minimum job skills and behaviors prior to their program exit from job training components and identifies performance areas requiring further attention, adjustment, or negotiation with an employer.

Because the service needs of participants may change, the OE/OE approach enables free movement from one component to another to access needed services. For example, if a TEP worker who is placed into competitive employment experiences difficulties which may threaten his or her job, SEP services may be activated to avail important advocacy services needed beyond the customary follow-up schedule for competitive placement.

In summary, the OE/OE service strategy assures the delivery of prescriptive, individualized services which are needed to develop and maintain community employment outcomes. This service policy encourages the cooperation and teamwork of multiple programs and service systems which are necessary to enhance the movement and transition of TEP and SEP workers into integrated employment settings. As the OE/OE service approach focuses only upon those services which are necessary to

produce community employment outcomes on a case by case basis, it also reinforces our agency's administrative goals for program efficiency and cost-effectiveness.

7. **Specialized Program Service Tracks**

In our experience, Industrial work Model concepts have fairly broad application and are very useful in serving people with a variety of disabilities and handicapping conditions. Our agency often receives inquiries, however, about the advisability of mixing or segregating programs when serving more than one disability group. In order to effectively respond to these questions, an organization needs to assess a number of administrative and programmatic issues, such as:

a. Who are the specific disability populations requiring special Industrial Work Model tracks?
b. How many men and women from these disability groups will require services?
c. Will these services be time-limited (TEP), long-range (SEP), or a combination of options be necessary?
d. Do the handicapping conditions experienced by this group justify the expenditure of funds and recruitment of specialized staff expertise?
e. Do these individuals require a unique or specialized sequence of services to achieve and maintain integrated employment outcomes in community business settings?
f. Are specialized or categorical funding options available to support the provision of these specialized services?
g. Is it feasible or justified to establish new program cost centers to serve these individuals from existing funding?
h. Will scattered-site, group formats, or a combination of work station options be needed to serve these disability groups?
i. Have previous administrative planning and control policies encouraged proper integration ratios for participants served in industrial work sites?
j. Will specialized program tracks produce desired community employment outcomes which are cost-effective?

Your responses to these questions and others relevant to local circumstances, should guide your agency in its decision to develop and operate specialized program tracks.

It is not the intention of the authors to imply specialized programs are needed to effectively serve the numerous disability populations encountered by community agencies and public educations systems. To be sure, the development of a specialized TEP or SEP service delivery track may be necessary or desired in particular circumstances. It may also be possible, however, for an organization to justify special staff resources to manage work sites or caseloads for workers with similar case management needs.

The demand for Industrial Work Model services has required creative administrative planning by Rise to meet local program needs. A major part of this planning effort has resulted in the development of a diversified funding mix to serve various disability groups. The end result has been the formation of both specialized program tracks for adults with developmental disabilities and chronic mental illness and recruitment of staff with particular areas of expertise to oversee the delivery of services for persons with unique employment support needs. As previously noted in Chapter Eight, Rise has in its employ a staff member who is fluent in sign language

to serve a small group of workers who are mentally retarded, deaf, and visually impaired.

C. Specific Rise Service Modules

The Industrial Work Model administered by Rise offers an array of pre- and post-employment services to assist individuals in their transition into integrated work outcomes. The specific modules which comprise the service network are presented below. It is important to note that these services are not necessarily provided in their presented sequence and participants may receive services from more than one module concurrently. A flow chart of services is presented at the end of this chapter (Figure 15).

1. Admissions and Orientation Services

Rise has long recognized the importance of providing a quality service to prospective candidates, their families, and referring counselors from the initial point of referral. In order to maintain effective communications with these parties and manage the arrangements required for program enrollment, an Intake Specialist has been hired as a member of our Industry-Based Services team.

Our Intake Specialist orchestrates a variety of "front-end" services and activities to facilitate the orderly transition of program candidates into other service modules important to the individuals' employment preparation and support needs. Our Admissions and Orientation service area is designed to achieve the following goals:

a. answer all inquiries about Industrial Work Model services;
b. provide outreach to potential service populations who may benefit from TEP and SEP services;
c. educate prospective consumers, guardians and family members, and referring agencies about the goals, expectations, outcomes, and availability of services;
d. disseminate literature and information describing program services and admissions policies;
e. host tours of existing or prospective work sites to provide effective orientation for candidates and family members;
f. establish effective communication/liaison with referring and sponsoring agencies;
g. provide individual counseling to candidates and family members to better acquaint them with Industrial Work Model strategies, policies and implications;
h. obtain and analyze important referral information necessary for effective case management;
i. provide advocacy support services to assure persons with service disabilities have equal opportunity for enrollment in TEP or SEP service options;
j. coordinate and assist in necessary arrangements for program start-up such as transportation resources, dress for work, and other preparatory requirements;
k. coordinate starting dates with Industrial Work Model units;
l. provide counsel to direct service staff to assure effective communications and case service continuity; and
m. provide counsel to Rise administration regarding referring agencies' satisfaction with services, new employment areas of interest, and future program directions desired to improve TEP and SEP services.

2. Industrial Evaluation, Exploration, and Planning Services

One of the frustrating realities Rise experiences as a provider of Industrial Work Model programs is the high incidence of referred candidates with little or no work experience. Unfortunately, young adults with developmental disabilities are often referred to Rise who have not been provided with opportunities to explore their job interests or develop functional work skills prior to their graduation from public education. Rise also receives many referrals, including adults with chronic mental illness, who have experienced long periods of unemployment or whose "spotty" work history does not provide an adequate base of information to support the development of a viable job placement plan.

In order to assist those referred candidates who are lacking in their development of job interests, goals, and overall vocational direction, Rise has organized a service module which provides Industrial Evaluation, Exploration, and Planning Services. The purpose of this service module is to provide an individualized sequence of assessment, evaluation, and exploratory work experiences, including "hands-on" activities in one or more industry sites, to assist evaluees in developing suitable competitive or supported employment goals and compatible service delivery plans.

The primary service delivery objectives for this module are established as follows:

a. develop individualized, prescriptive assessment plans for participants as determined by expressed interests, needs and perceived job development goals;
b. schedule exploratory or "shadowing" experiences for evaluees with host business sites if appropriate;
c. schedule "hands-on" work assessment activities with existing industry sites or recruit additional sites to match participants' evaluation and planning needs;
d. schedule for diagnostic testing if deemed necessary to support the employment planning process;
e. compile information from other sources such as program applications, referral information, interviews and so forth;
f. provide systematic observation of job performance and behaviors to assess workers' service delivery needs;
g. develop vocational profile of workers which include but are not limited to the following information:

- job interests
- previously acquired aptitudes/competencies
- perceptual/motor skills
- manual dexterities
- oral/written communication skills
- comprehension abilities
- work endurance/fatigue factors
- work attitudes/behaviors
- social adjustment
- grooming and hygiene
- transportation/mobility skills
- appropriate learning modalities or training hierarchies
- functional limitations
- environmental adaptations/adjustments required
- income maintenance requirements

- special employment support needs;

h. prepare a list of feasible vocational objectives and assist participants in choosing the best community employment alternative available;
i. determine and document the specific service activities and program sequence necessary to achieve community employment goals;
j. prepare Individualized Program Plans (IPPs) which reflect employment goals and measurable service objectives; and
k. refer participants to appropriate service modules for IPP implementation.

The Industrial Evaluation, Exploration, and Planning Service module is one of the most difficult program areas to administer due to the following variables:

a. the need for a network of open-end work stations for assessment purposes;
b. the high turnover ratio of workers in these positions;
c. the unknown work potential of new evaluees who occupy positions relied upon for production output;
d. the broad mix of industrial and clinical locales where assessment services are provided; and
e. the expanded network of inter-program communications between Industrial Work Model team members to carry out individualized assessment plans.

Although administratively burdensome, this service module has been worth the effort to launch our evaluees in the direction of competitive and supported employment outcomes. The complex variables associated with the successful delivery of these services are manageable when coordinated by competent Vocational Evaluators and assisted by other direct service staff such as work site supervisors, job coaches, and job placement personnel. This team approach must involve effective communications, cooperation, organization, flexibility, and timely scheduling on the part of all Industrial Work Model players employed by Rise.

3. Job Training Services

The Job Training Service module is comprised of three training tracks, all of which are designed to advance trainees into competitive or supported employment outcomes. These job training tracks include: (a) TEP Job Training Programs, (b) Customized Job Training, and (c) Work Experience Training. Each of these job training strategies is described in some detail below.

a. TEP Job Training Programs

As previously referenced, Rise offers vocational skill training through its TEP unit in twelve occupational areas which lead to competitive employment. These job training programs are time-limited in nature with each competency-based curriculum developed following a comprehensive job analysis with area employers. Our TEP services are customarily provided in enclave formats and usually employ open-end work stations to insure their availability as resources for future referrals. In a smaller percentage of cases, however, scattered-site and closed-end work stations are developed to meet the employment preparation needs of particular TEP workers.

Industries hosting TEP work stations are invited to offer employment to trainees when vacancies occur, but they are not obliged to do so. In order to avoid saturation

of TEP "graduates" and maintain appropriate ratios of integration, Rise has traditionally placed a higher percentage of these workers into other related business locations. To assure a smooth transition of TEP participants from temporary training to permanent employment settings, on-site job coaching may be activated on a one-to-one basis to assist with work adjustment and job skills generalization when these services are deemed necessary. This job coaching service, referred to as "Customized Job Training" by Rise, is normally modified to provide short-term assistance for TEP graduates.

b. Customized Job Training

Customized Job Training is a specialized training sequence tailored to the needs of a trainee and specific employment site. Normally provided on a one-to-one basis, Customized Job Training focuses on the development of job skills and behavior clusters required to succeed in a given employment position. These skill clusters are determined through job analyses in the workplace and administrative negotiations with employing organizations.

Customized Job Training services may also involve a comprehensive study of work tasks and environmental adjustments which may be necessary to achieve reasonable employment accommodations. Industrial-human engineering principles are sometimes applied by staff to maximize the capacities of a worker and neutralize the obstacles presented by a physical, mental, or emotional impairment. In some instances, this may involve basic job restructuring or simplification techniques. In other circumstances, the use of jigs, fixtures, adaptive devices, or special equipment may be required to assist a worker in performing the required tasks.

A "Job Coach" is assigned to work individually with a participant to provide job training instruction and other support services during the initial learning period. As the workers acquire critical skills and meet agreed upon performance benchmarks, the Job Coach employs "fading" techniques and systematically transfers supervisory responsibilities to personnel employed by the business site.

Customized Job Training normally follows a successful job development (Place-Train Methods) and is ordinarily provided in scattered work sites which feature closed-end or permanent employment positions. Most typically, these training services are offered for persons whose handicapping conditions require a more intensive training strategy to achieve supported employment. The OE/OE policy observed by Rise, however, assures the availability of Customized Job Training services for TEP workers when circumstances so require.

c. Work Experience Training

As previously referenced, the work histories and experience levels of many adults with disabilities are seriously lacking and provide a poor foundation for implementing community employment goals. In 1983, Rise launched an industry-based, Work Experience Training track with the goals of introducing basic work principles, skills, and behaviors for men and women who require an appropriate experience-base prior to their placement in competitive or supported employment positions.

The primary objectives of Work Experience Training are as follows:

- introduce primary work behaviors and responsibilities;
- build self-confidence in employment settings;
- develop interpersonal experiences with supervisors and nonhandicapped peers;
- increase job productivity (quantity of work) to minimum levels of employability;
- increase job quality performance to desired employment levels;
- increase work tolerance and endurance (physical and emotional capacities);
- modify maladaptive work behaviors and social adjustment to more acceptable levels of employability;
- expand vocational exploration experiences; and
- provide work opportunities without engaging obligations for employment with the host business site.

The Work Experience service track at Rise is usually offered for persons with supported employment goals. These training services are customarily provided in an enclave format with a higher percentage of closed-end work stations. As the demand for SEP services has increased over the years, Rise has found it advantageous to reserve a small percentage of open-end work stations at the maximum number of enclave sites possible. These open-end stations enable our agency to better meet its community service needs in multiple geographic locations throughout the Twin Cities.

Although many Work Experience participants eventually transfer into supported employment status in positions they once occupied as trainees, a percentage of these individuals do indeed progress into scattered site employment options. Industrial Work Model staff who oversee Work Experience Training are encouraged to fade services as a means of evaluating the feasibility of scattered site options for trainees. These staff are reinforced by our organization for the number or percentage of participants who advance into individual community placements.

The Job Training Service module is structured to encourage a measure of flexibility and interaction between service tracks to best serve the interests and employment needs of TEP and SEP participants. It is not uncommon, therefore, for trainees to experience overlapping of services, common use of work sites, or inter-program staff collaboration during their stay in the Job Training Service module.

The staff who are responsible for the provision of job training services employ a variety of instructional methods and strategies to assist TEP and SEP workers in achieving their community employment goals. Some of the most commonly applied instructional methods are described below.

* Job Acclimation

The initial learning period on a new job can be a very stressful time for individuals with disabilities and nonhandicapped persons alike. Job acclimation is the process of acquainting TEP and SEP participants with their work environment to enhance their training/employment skills development.

This orientation involves familiarization with the building layout and employee facilities such as lunchroom, restrooms, lockers, coat closets, time clocks, and so forth. It is also extremely important to educate trainees regarding formal organizational policies and informal (unwritten) conduct required of employees by the business site.

An essential component of job acclimation is assisting TEP and SEP workers in developing appropriate interpersonal relations with supervisors and co-workers. It is critical to gain the support of individuals who have regular contact and direct impact upon the employment success of these workers. Rise has sometimes found it necessary or desirable to offer in-service training or counseling to personnel important to the success of our Industrial Work Model programs.

Finally, the job acclimation process should involve a structured or systematic introduction to the work tasks to be performed at the host site. Rise TEP and SEP staff normally assume this responsibility but are sometimes assisted by personnel employed by the business site. A comprehensive job analysis is usually a helpful instrument for introducing work tasks in an orderly and simplified sequence.

* Job Analysis

A job analysis of the work to be performed is generally recommended prior to the administration of job training services. As described in Chapter Five, a job analysis is a detailed record of information and characteristics specific to a task or series of tasks assigned to a particular employment position. This information is customarily gathered through analysis of job descriptions, direct observations of competitive employees performing the task(s), and interviews with the workers and supervisors responsible for the output of products or services.

A job analysis provides an excellent framework for the planning and delivery of individualized job training services. An effective job analysis study will generate important informational elements to assist in the employment preparation of TEP and SEP trainees. These informational components include, but are not limited, to the following areas:

- definition of job tasks or functions
- sequence of job tasks
- methods of operations
- prerequisite skills/competencies
- quality control standards
- minimum productivity requirements
- job safety standards
- wage and fringe benefits information
- environmental characteristics
- administrative interest in Industrial Work Model components
- social environment/co-worker attitudes
- other job factors

* Job Restructuring/Simplification Techniques

When a service agency encounters a discrepancy between a worker's abilities or capacities and the requirements of a particular job, it may be helpful to search for alternative methods which achieve worker-job compatibility. One of these methods is to facilitate changes or adjustments in the worker through job training. A second, and frequently overlooked strategy, is the prospect of changing the job or environment to match the potentials and limitations of the worker.

Job restructuring techniques are sometimes employed by Rise to change the methods of operation by which a job is completed or adjusting the physical surroundings of a worker so the task(s) may be successfully performed. Job restructuring and simplification options are normally planned following an accurate job analysis study and only with the consent or approval of the employer.

These modifications of a physical work site or job routine are frequently inexpensive and employers, in many instances, will approve changes so long as they achieve the desired results and are not overly disruptive to the ordinary flow of work. If the expense of job restructuring or work site modification cannot be absorbed by the business, your state vocational rehabilitation agency may be of some assistance to achieve these employment accommodations.

* Verbal Instruction

The most common form of communication and instruction in the workplace is through verbal interaction. For this reason, verbal instruction is a preferred method of job training when appropriate to the learning abilities of the workers. As the workers are likely to encounter communication experiences with supervisors and peers, it is important to acquaint them with basic verbal cues relative to their surroundings. Even nonverbal individuals can be taught to respond to basic supervisory commands and concepts which contribute to their effectiveness as employees and co-workers.

* Instructional Repetition

Perhaps, the simplest method of mastering a job skill or behavior is through the principle of instructional repetition. Most individuals with severe learning disabilities learn tasks best through "practice" by repeating the sequence of steps or methods involved in the job routine to a desired level of performance.

* Role Modeling

One of the most powerful instructional techniques is the principle of role modeling. During role modeling, the job coach demonstrates the methods of operation or behaviors desired and the worker is requested to follow his or her example. Co-workers may also serve as effective role models for the workers to emulate. By observing and modeling the job performance and behaviors of others, TEP and SEP workers learn required skills and behaviors which enhance their acceptance by non-handicapped peers in the job setting.

* Behavior Shaping - Successive Approximation

In certain instances, workers with severe disabilities may experience difficulties modeling a specific job skill or desired behavior. In these circumstances, a job coach may employ behavior shaping or successive approximation techniques. Behavior shaping is rewarding those behaviors which closely resemble or approximate the desired performance outcome. The job coach continues to instruct the worker until the target job skills or behaviors are mastered to a measurable performance criterion.

* Skills Chaining

The job routine developed for TEP and SEP workers oftentimes entails a sequence of tasks demanding a series of competencies from the individual. After preparing a thorough job analysis, a job coach may choose to organize an instructional strategy designed to build skills in a hierarchy relative to their sequence, difficulty, importance, or frequency of occurrence. Skills chaining is an instructional process whereby a series of required competencies are taught in a graduated schedule commensurate with the learning abilities of the workers and measured by the mastery of prerequisite skills.

* Manual Instruction

Manual instruction is a process of acquainting workers with the particular methods of operation or behaviors for a task or job through physical guidance. In some instances, a job coach may need to guide a worker's hands "through the motions" to learn a required job routine. This physical contact between the job coach and worker is systematically reduced as the worker masters competencies related to the task(s) at hand.

* Behavior Modification and Management Techniques

All Industrial Work Model personnel charged with job training responsibilities should possess a working knowledge of behavior management principles. This expertise includes motivational techniques, identification of appropriate reinforcers for TEP and SEP workers, observational and recordkeeping skills, and implementation of appropriate schedules of reinforcement. When combined with other instructional strategies, behavior modification principles can enhance a job training plan and influence successful performance outcomes.

* Prompting Techniques

In order to increase the likelihood a skill or behavior will be performed in a correct or desired manner, a job coach may employ "prompts" during the job training process. Prompting techniques are important for individuals with severe disabilities to insure the accurate performance of these workers and minimize unnecessary mistakes. Prompting methods may be exercised in a hierarchy of verbal, gestural, or physical guidance as necessary to maintain satisfactory job performance (Moon, et al, 1985). Although the use of prompts are effective during the initial learning process, the ultimate goal is to reduce their frequency until self-initiated responses from the workers are achieved. Prompts and assists may be necessary for some workers following their mastery of tasks, on an intermittent basis, to sustain acceptable levels of job performance.

* Fading Techniques

Fading is a systematic reduction of job training and related support services to workers placed into competitive and supported employment positions. As the workers master an increasing number of competencies and demonstrate a satisfactory level of job performance (usually negotiated with the host site), the job coach gradually shifts

an increasing level of responsibility to personnel employed by the business. An appropriate schedule of follow-along services is arranged for each individual to provide additional on-site support services deemed necessary to maintain satisfactory job performance.

* Skills Generalization and Maintenance

The inability to transfer acquired skills can be a major barrier to the successful job placement of individuals with severe disabilities. For this reason, the administration of closed-end work stations may be advisable for those individuals who are considered at risk in making satisfactory adjustments between training and employment environments. In these circumstances, skills generalization and maintenance is monitored carefully by the job coach during the fading process.

Skills generalization and maintenance supports may also be appropriate for those individuals leaving open-end training stations for employment. It is fairly common to dispatch a job coach to the new work site to assist a worker in assimilating previously learned skills and making required adjustments. This is especially helpful for TEP workers who are placed into competitive employment positions in separate business locations.

No matter which instructional strategy or combination of methods are used, it is important for the job coach to carry out these responsibilities as inconspicuously as possible. The job coach should always dress appropriately for the work setting and deliver training services in a manner which is not overly intrusive or disruptive to other employees or brings undue negative attention to the workers receiving the training.

4. Job Placement Services

The Job Placement Service module is designed to assist TEP and SEP workers in locating and obtaining suitable competitive or supported employment outcomes. These employment positions are developed in accordance with established job goals for each participant as defined in his or her IPP.

As described earlier in this chapter, job development may precede or succeed services from the Job Training Service module. These decisions are customarily arranged at the point of referral or at the conclusion of an Industrial Evaluation. Some of the factors which influence this decision include, but are not limited, to the following:

- work station availability;
- marketplace opportunities;
- staffing pattern and resources;
- known job interests;
- previous training and work experience;
- learning and skills generalization potential;
- preference of participants, family members, and referring agents;
- transportation accessibility; and
- other variables.

Individuals served in Rise TEP training units usually receive more conventional and time-limited job placement services. This ordinarily includes instruction in the areas of job seeking skills and participation in job club activities which provide structured support services during the job search process.

Our TEP Job Placement Specialist is charged with the responsibility of assisting trainees in obtaining competitive employment related to their occupational areas of interest and training. In addition, job placement plans for TEP trainees identify other individualized specifications such as wage requirements, geographic areas, transportation options, and other factors important to the worker-job matching process.

Although the need for specialized services such as job restructuring, work site modifications, use of adaptive equipment, and on-site job instruction may be necessary to accommodate a satisfactory employment arrangement, these adjustments are typically minor and infrequently require extraordinary or long-range services from Rise TEP personnel.

At the other end of the job placement spectrum, however, it is important to recognize that individuals placed into supportive employment have been customarily excluded from consideration, let alone participation in the open labor market. For this reason, the job development process for SEP work stations and participants may indeed be more complex, intensive, time-consuming, elusive, and at times ... frustrating. It may also be exhilarating, however, when individuals with severe handicapping conditions "beat the odds" and demonstrate their value as productive members of an industry's workforce.

At Rise, the job development process for SEP participants unfolds in one of two ways. In the first instance, SEP workers may be placed into "permanent" or closed-end work stations immediately when related to their service needs. These individuals may be placed into either scattered-site or enclave arrangements with an underlying goal to remain in these previously developed employment positions.

In the latter scenario, SEP participants who are working in open-end stations ordinarily transition into more permanent supported employment positions with the assistance of job placement personnel. These positions are customarily developed on a scattered-site basis and consistent with specifications defined in each individual's job development plan.

Our job development and worker matching processes are virtually identical to those previously identified in the Marketing section of this manuscript (Chapter Four). It is recommended that the reader carefully review the contents of this chapter to gain a broader perspective on the philosophies and processes which comprise our job development approach for persons with severe disability conditions.

Due to the severity of their disabilities, the job development approach for SEP candidates ordinarily involves more detailed planning and negotiations with employers to accommodate their individual employment needs. The SEP job placement specialist customarily conducts a comprehensive job and environmental analysis to prepare the host site for the worker(s). Subsequent job development activities for SEP candidates may include job restructuring or simplification, work site modifications, preparation of adaptive devices or equipment, transportation planning, employer/co-worker education, family counseling, and preparation of an appropriate job training plan.

5. Job Follow-Up and Follow-Along Services

Once a suitable employment position is developed for a TEP or SEP placement candidate, an appropriate schedule of follow-up activities is prepared for each worker. The Job Follow-Up/Along Service module is one of the most important components of our Industrial Work Model's service delivery network. This program component provides critical post-employment services for employers and TEP/SEP workers to maintain or enhance acceptable performance levels, resolve presenting problems, and assure a mutually satisfactory employment arrangement.

Those graduates placed into competitive employment following TEP training and other individuals securing jobs through direct placement assistance are most commonly provided a time-limited, follow-up service schedule. These services ordinarily involve an array of on-site activities such as job counseling, instruction, advocacy, and general support services. The job follow-up schedule usually includes a minimum of one weekly visit per week for a period ranging from one to six months (90 days average).

In order to maintain a cost-efficient program and assure the availability of placement services for other unemployed adults with disabilities, our placement specialists are encouraged to close these cases when a satisfactory employment relationship is achieved. Should job problems develop or persist, however, the job placement specialist, at his or her discretion, may choose to extend the follow-up period. In more severe circumstances, workers may be referred to a SEP unit for the purpose of accessing ongoing, follow-along services deemed necessary to stabilize their job retention.

The Job Follow-Up/Along Service module is especially important to the employment success of individuals placed in our SEP service units. By definition, supported employment provides an array of support services required to sustain the job performance of individuals with severe disabilities who have been placed into community-based employment positions. The disabilities of SEP workers are of such a severe nature, therefore, so as to warrant increased supervision and support services beyond the levels customarily provided by industry personnel.

The job follow-along schedule for SEP workers is usually prepared during the fading process and organized around the identified support needs of these individuals. The specific follow-along schedule may include multiple visits to the host site each week during the initial period of fadeout. This schedule is continually evaluated and discussed with personnel of the host business site to assure the level of support is appropriate for maintaining satisfactory job performance. The follow-along schedule is most commonly reduced as the SEP workers acquire increased levels of productivity and independence.

A follow-along schedule is prepared for all SEP workers who are placed into scattered-site positions because a significant percentage of their supervision is shared by industry personnel. This follow-along process is "built in" for SEP workers who are placed into small work enclaves or mobile crews and receive regular supervision and support services from our agency's SEP personnel.

Any problems or issues which may negatively influence the job performance or retention of a worker become matters of concern for SEP personnel charged with responsibilities for follow-along services. This includes difficulties on the job and other concerns away from the workplace which may hinder the job performance of a SEP worker. When the nature or scope of a problem exceeds our available staff

expertise or the ordinary boundaries of SEP service delivery, other community agencies may be contacted to provide the important support services required by a worker. A SEP worker who has developed a chemical dependency problem, for example, may be referred to an agency specializing in such treatment.

Personnel problems in the workplace are common everyday occurrences in American industry. The difficulties experienced by individuals as a result of a disability condition, however, normally require a special level of intervention to:

- assure employer concerns are addressed expeditiously;
- avail ongoing instruction, counseling, and supervision which cannot be provided by industry personnel;
- recommend appropriate adjustments which may better accommodate the worker and/or employer relationship;
- assure the workers, who are vulnerable adults, are not exploited by others; and
- provide an advocacy voice in behalf of all workers placed into competitive or supported employment positions.

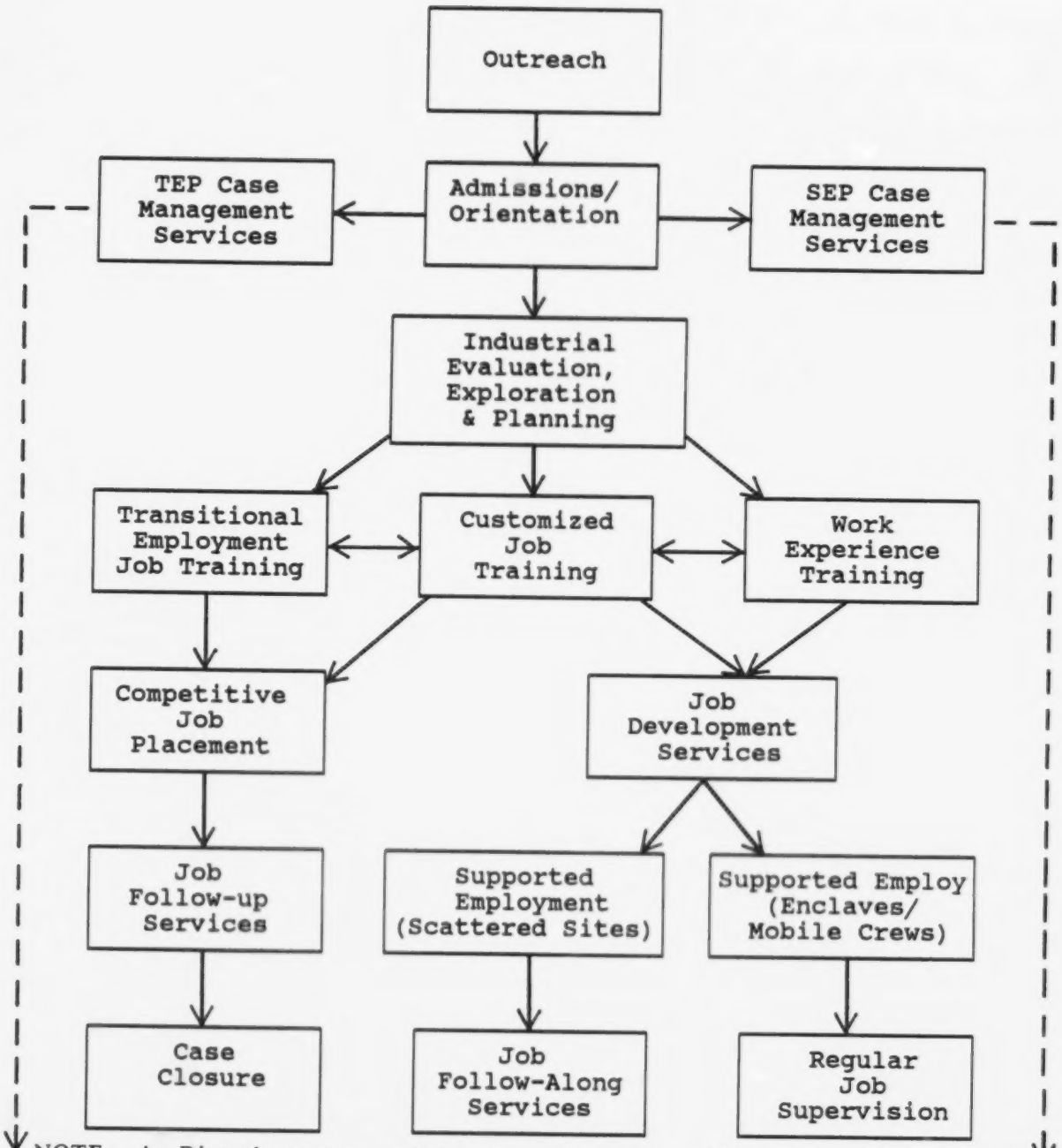
The importance of effective and timely follow-up services cannot be overstated. The Job Follow-Up/Along Service module has not only enabled Rise to "save" jobs, but is a reflection of our promise and commitment to employers regarding our role as business partners. This service module assisted our agency in maintaining a consistent job retention ratio of at least 80 percent or greater since 1977.

6. <u>Case Management Services</u>

In order to assure effective communications and coordination with major stakeholders interested or actively involved in the delivery of services for TEP and SEP workers, it is important to maintain a reliable case management system. The Case Management Services module at Rise is activated immediately upon referral and runs concurrently with all additional service delivery options which are necessary for TEP and SEP participants to obtain their employment goals. These case management activities include the following:

- development and maintenance of accurate case records;
- coordination, flow, and dissemination of case service information and communications;
- preparation and timely mailing of reports and correspondence;
- planning and scheduling of staff conferences to enhance communications and effective decision-making;
- assurance of service continuity as workers advance through particular service delivery modules;
- compliance with service standards regulated by federal, state, and local government agencies and the Commission on Accreditation of Rehabilitation Facilities (CARF); and
- coordination of auxiliary services important to the employment success of TEP and SEP workers.

Figure 15
Rise, Incorporated
Industrial Work Model
Service Delivery Modules



NOTE: As Rise observes open-entry, open-exit service policies, a worker's point of entry or exit from various service modules is based on individual employment goals and needs.

Chapter Ten

Conclusion

The arrival of Industrial Work Model programs as service delivery systems of choice for men and women with disabilities are clearly gaining momentum across the United States. In the past few years, for example, the Office of Special Education and Rehabilitation Services (OSERS) awarded demonstration grants to 27 states (including the State of Minnesota) for the purpose of studying and facilitating statewide systems changes which will lead to expanded supported employment opportunities for adults with severe disabilities. This federal initiative, coupled with an expanding menu of program demonstrations administered by pioneering agencies across the nation, provide a "window" of the habilitation service systems of tomorrow. The increasing demand for these work options and growing pressures for conversion of traditional habilitation programs are reflective of the realities Industrial Work Model programs will remain a major service priority in the coming years.

The evolution and continued refinement of Industrial Work Model concepts will clearly bring along with it a series of controversies, issues of debate, questions of territorial rights, and recommendations for sweeping changes which produce competitive and supported employment outcomes at an affordable cost to the public. In order to meet these issues "head-on", Rise highly recommends an open dialogue among all the major stakeholders including state and local government agencies, legislators, public education programs, adult habilitation/rehabilitation agencies, employer groups, consumer advocacy groups, and other community service organizations regarding the emerging roles and responsibilities for producing these employment outcomes in designated service catchment regions.

There is a great deal of logic inherent in an organization's desire to administratively plan, shape, and control its future. Assuredly, all public and private organizations having a stake in the future design of a new habilitation service system in their area would prefer to participate as a partner in such dialogue rather than stand by idly as an observer of events. It is our belief, that community service providers ought to assume a leadership role in such discussions and avoid a hostile or indifferent posture related to recommended or impending changes. A poor organizational attitude regarding eminent systems changes may run a serious risk of alienating potential and existing consumers, allowing other organizations to seize a lead agency initiative, eliminating their organization from competition for available funds, and weaken their prospects for collaborative activities with other interested agencies.

The evolution of the Industrial Work Model will undoubtedly influence profound changes for various public and private agencies who fund, administer, and provide adult habilitation services alike. The implications, however, for direct service providers such as secondary education, sheltered workshops, work activity centers, rehabilitation facilities, and developmental achievement centers are likely to be especially sweeping and require numerous administrative and service delivery changes to effectively and efficiently implement these new program models.

This need for organizational systems changes has been carefully examined by Rise in its nine years of experience with Industrial Work Model programming. Our organizational changes have been indeed broad in both administrative and program service areas. Some of the more visible organizational adjustments experienced by our agency include the following:

A. Administrative Modifications

* changing organizational philosophies and refining our agency's mission statement
* readjusting organizational policy directions and program development activities
* introducing a clear policy statement regarding competitive and supported employment as preferred outcomes for all adults regardless of disability severity
* refining program administrative philosophies and management expectations in regards to program performance
* changing staffing patterns and recruitment strategies in accord with service delivery adjustments
* changing income development goals and strategies to support Industrial Work Model options
* adjusting all management controls and support systems to serve an expanding, decentralized service delivery system
* improving management information and data collection systems
* expanding cooperative working relationships with public education programs and other community agencies
* increasing transportation support systems for adults reliant on public and facility based services to community work sites
* improving our business orientation and employment marketing strategies
* managing operating schedules consistent with industry production time-frames
* organizing staff back-up support systems to manage leaves of absences for primary TEP and SEP personnel
* establishing new accounting policies to trace and bill for work completed outside our agency
* meeting Wage and Hour regulations for work performed outside our agency
* removing as many disincentives to community placement as possible which are related to internal organizational structure and policies
* removing as many disincentives to community placement as possible which are related to external concerns.

B. Program Service Modifications

* decentralizing program service activities to a network of industry-based assessment, training, and employment stations in a variety of occupational areas
* eliminating our "flow-through" continuum policy
* changing participant selection criteria to enhance community placement opportunities for individuals with severe disabilities
* introducing new training technologies to enhance the acquisition, generalization, and maintenance of critical job skills and behaviors
* introducing on-site, job coach interventions to oversee job socialization adjustment of workers
* organizing multiple service delivery formats which best match the training and support needs of workers
* placing increased emphasis on environmental analyses and modifications to accommodate individuals with severe functional limitations
* increasing the diversity and flexibility of service options to enhance the employment success of workers
* introducing new case management and follow-up/along policies and services to address ongoing support needs of workers placed in industry

- modifying stereotypical attitudes of staff, parents, referring counselors, educators, human service professionals, employers, and the general public to remove barriers and enhance opportunities for community placement success.

The proposals for change set forth in this manuscript are not intended to be anti-sheltered workshop in nature nor to recommend the complete closing of these facilities. Rather, these viewpoints are expressed in recognition of research demonstrations and our agency's program experiences which validate the values of placing individuals with severe disabilities into integrated work settings whenever such options are feasible.

The sheltered work model, and other forms of traditional habilitation services, are viewed by the authors as initial attempts to provide work and other life experiences for adults whose disabilities have historically hindered their participation in the open labor market. Although segregated in nature, these programs have historically offered persons alternatives to institutionalization, inactivity, and unemployment. They represented the best of intentions and program service methods available to the vocational rehabilitation industry in an earlier period. An increasing body of evidence would suggest, however, that these traditional habilitation service models are no longer required at their present levels of activity.

Understandably, a major conversion of an organization's service delivery system can be an extremely unsettling process for its administration and staff. The process of change, while difficult in nature, is most effectively managed, however, when fully supported by an organization's leadership and shared in responsibility by the employees affected. The process of systems change may sometimes stir connotations of controversy and problems, but with effective leadership they may be viewed as a series of challenges and opportunities for staff and the organization alike.

In his best-selling book Megatrends, Naisbitt illuminates the unfortunate failures of industries who were unable to effectively shape their futures because they could not grasp the most basic elements of their business in periods of transition. According to Naisbitt, many organizations fail to ask themselves, "What business are we in?" (Naisbitt, 1984)

The colossal failures of the railroad industry in this regard remains a textbook example in the studies of graduate students preparing for managerial business careers. The railroad industry historically viewed its business as "moving goods by rail" as opposed to the more basic "transportation of goods." The failure of the railroads to recognize this basic precept gave rise to the development of new industries offering alternative and more efficient means of transport. Since the Industrial Revolution in America, this story has been repeated daily by businesses who lacked the administrative vision necessary for their survival.

Traditional rehabilitation/habilitation service agencies who narrowly define their mission as "providing sheltered employment, work activity or adult developmental activity training" run enormous risks in an industry moving rapidly in the direction of Industrial Work Models. The TEP and SEP philosophies and technologies evolving today are indeed threatening to the very structures and operations of these facilities. It is imperative, therefore, for these agencies to reexamine the roles and values traditional service systems will play in their futures given the emergence of this new technology.

The effective business, Peter Drucker observes, focuses on opportunities rather than problems (Managing for Results, Harper Row, 1964). Industrial Work Models can provide exciting and viable opportunities for employers, service providers, consumers and society alike which should not be ignored.

References

Albin, T. J., Stark, J. A., & Keith, K. D. (1979). Vocational training and placement: behavior analysis in the natural environment. In G. T. Bellamy, G. O'Connor, & O. C. Karan (Eds.), Vocational Rehabilitation of Severely Handicapped Persons: Contemporary Service Strategies. Baltimore, MD: University Park Press.

AMA board approves new marketing definition. (1985, March). Marketing News.

Association for Retarded Citizens - Minnesota. (1983, October). Report on sheltered workers. Minneapolis, MN: Author.

Bangser, M. R. (1985). Lessons on transitional employment: STETS demonstration. New York, NY: Manpower Demonstration Research Corporation.

Bellamy, G. T., Horner, R. H., & Inman, D. P. (Eds.). (1977). Habilitation of severely and profoundly retarded adults: Reports from the Specialized Training Program, Volume 2. Eugene, OR: University of Oregon Center on Human Development.

Bellamy, G. T., Horner, R. H., & Inman, D. P. (1979). Vocational habilitation of severely retarded adults: A direct service technology. Baltimore, MD: University Park Press.

Bellamy, G. T., Horner, R. H., Sheehan, M. R., & Boles, S. M. (1981). Structured employment and workshop reform: Equal rights for severely handicapped individuals. In J. Lapadaski, J. Ansley, & J. Lowitt (Eds.), Work, services, and change: Proceedings from the National Institute on Rehabilitation Facilities. Menomonie, WI: University of Wisconsin-Stout.

Bellamy, G. T., Inman, D. P., & Horner, R. H. (1978). Design of vocational habilitation services for the severely retarded: The Specialized Training Program Model. In G. Hamerlynck (Ed.), Behavioral systems for the developmentally disabled. New York, NY: Brunner/Mazel.

Bellamy, G. T., Rhodes, L. E., Bourbeau, D. M., & Mank, D. M. (1981). Mental retardation services in sheltered workshops and day activity programs: Consumer outcomes and policy alternatives. In W. Williams & G. T. Bellamy (Eds.), Appraisal of work opportunities and related services for adults with retardation. Washington, DC: President's Committee on Mental Retardation.

Bellamy, G. T., Sheehan, M. R., Horner, R. H., & Boles, S. M. (In Press). Community programs for severely handicapped adults: An analysis of vocational opportunities. Journal of the Association for Severely Handicapped.

California Association of Rehabilitation Facilities, Committee for Development of Direct Long-Term Funding for Workshops and Work Activity Centers. (1977). The case for federal support for extended sheltered workshops services for community-based, severely disabled, substantially handicapped adults.

Cook, P., Dahl, P., & Gale, M. (1977). Vocational training and placement of the severely handicapped: Vocational opportunities. Palo Alto, CA: The American Institute for Research in the Behavioral Sciences.

Drucker, P. (1964). Managing for results. New York, NY: Harper Row.

DuPont Survey of Employment of the Handicapped. (1982). Equal to the task. Wilmington, DE: E. I. DuPont de Nemours and Company.

DuRand, L., & DuRand, J. (1978). The affirmative industry. St. Paul, MN: Minnesota Diversified Industries.

Ebert, T. (1986). Marketing issues in rehabilitation, Western Industrial Record, 2(3), 2-15.

Edgar, E., Horton, B., & Maddox, M. (1984). Post school placements: Planning for public school students with developmental disabilities. Journal for Vocational Special Needs Education, 6(2), 15-18, 26.

Gilbertson, A. (1980). Contract bidding for rehabilitation facilities. Menomonie, WI: University of Wisconsin-Stout, Materials Development Center.

Gold, M. (1972). Stimulus factors in skill training of the retarded on a complex assembly task: Acquisition, transfer and retention. American Journal of Mental Deficiency, 76, 517-526.

Greenleigh Associates, Inc. (1975). The role of the sheltered workshops in the rehabilitation of the severely handicapped. (Report to the Department of Health, Education, and Welfare, Rehabilitation Services Administration.) New York, NY: Author.

Hagner, D., & Como, P. (1982). Work stations in industry. Menomonie, WI: University of Wisconsin-Stout, Stout Vocational Rehabilitation Institute, Materials Development Center.

Harold Russell Associates, Inc. (1985). Consensus seminar proceedings and recommendations. Report on development of staff roles for supported and transitional employment services. (Contract No. 300-85-0094). Washington, DC: National Institute of Handicapped Research.

Hietala, D., & McCray, P. (1982). The industrial engineering handbook for sheltered workshops. Menomonie, WI: RPM Press.

Hill, M., Hill, J. W., Wehman, P., & Banks, P. D. (1985). An analysis of monetary and nonmonetary outcomes associated with competitive employment of mentally retarded persons. In P. Wehman & J. W. Hill (Eds.), Competitive employment for persons with mental retardation: From research to practice, (Monograph Vol. 1). Richmond, VA: Virginia Commonwealth University, Rehabilitation Research and Training Center.

Horner, R. H., & Bellamy, G. T. (1979). Structured employment: Productivity and productive capacity. In T. Bellamy, G. O'Connor, and O. Karan (Eds.), Vocational rehabilitation of severely handicapped adults: Contemporary service strategies. Baltimore, MD: University Park Press.

Intagliata, J. C., Willer, B. S., & Conley, F. B. (1979). Cost comparison of institutional and community-based alternatives for mentally retarded persons. Mental Retardation, 17, 134-136.

Johnson, David R. An analysis of public policy affecting the provision of adult life transitional services to handicapped youth. Unpublished doctoral dissertation, University of Minnesota, Minneapolis.

Kemper, P., Long, D. A., & Thornton, C. (1981). The supported work evaluation: Final benefit-cost analysis. Princeton, NJ: Mathematica Policy Research.

Lavin, D. (1977). Program Performance Report, Rise, Incorporated. (Unpublished report).

Metropolitan Council of the Twin Cities Area. Final evaluation report of the Metropolitan Council's Developmental Disability Community Work Training Project. (In fulfillment of a grant from Governor's Council on Developmental Disabilities and the Division of Rehabilitation Services for FY 1985).

Minnesota Association for Rehabilitation, Education, and Training (MARET), Minnesota Association of Rehabilitation Facilities (MARF), McKnight Technical Assistance Project, Minnesota Division of Rehabilitation Services (DRS). (1986, August). identification of job coach competencies, staff roles and agency administrative patterns. Summary Report, Community-Based Supported Employment Symposium.

Minnesota Division of Rehabilitation Services. (1985, March/April). How SSI changes provide work incentives. Dialogue, 2(2).

Minnesota Governor's Planning Council on Developmental Disabilities. Developmental disabilities three year state plan (10-1-83 - 9-30-86). Minnesota State Planning Agency.

Minnesota Governor's Planning Council on Developmental Disabilities. (1983, January). Developmental disabilities and public policy: A review for policymakers.

Minnesota Governor's Planning Council on Developmental Disabilities and the Developmental Disabilities Program, Department of Energy, Planning and Development. (1983, March). Policy analysis paper no. 17: An update to policy analysis series no. 6 through 9 - The financial client and program statutes of Minnesota development achievement centers: 1982. St. Paul, MN: Author.

Minnesota Governor's Planning Council on Developmental Disabilities and the Developmental Disabilities Program, Department of Energy, Planning and Development. (1983, April). Policy analysis paper number 16: A statewide summary of sheltered employment programs. St. Paul, MN: Author.

Minnesota Governor's Planning Council on Developmental Disabilities and Minnesota State Planning Agency. (1984, March). Toward a developmental disabilities policy agenda: Assuring the futures of quality. St. Paul, MN: Author.

Minnesota State Legislature. (1983). Legislative auditors report on sheltered workshops in Minnesota. St. Paul, MN.

Moon,G., & Barcus, B. (1985). The supported work model of competitive employment for citizens with severe handicaps: A guide for job trainers. Richmond, VA: Virginia Commonwealth University, School of Education, Rehabilitation Research and Training Center.

Muchow, J., & Smith, S. (1981). A transitional employment program for severely disabled workers. Topeka, KS: The Menninger Foundation.

Naisbitt, J. (1984). Megatrends. New York, NY: Warner Books, Inc.

National Association of Rehabilitation Facilities (NARF). (1984). Federal Wage and Hour Law: A guide for vocational rehabilitation facilities. Washington, DC: National Association of Rehabilitation Facilities.

Peters, T., & Waterman, R. (1984). In search of excellence. New York, NY: Warner Books, Inc.

Revell, W., Jr., & Wehman, A. (1984). Supported work model of competitive employment for persons with mental retardation, implications for rehabilitative services. Journal of Rehabilitation, 50(4), 33-38.

Rood, L. (1983). The unsheltered workshop: A guide to work stations in industry. Omaha, NE: University of Nebraska, Meyer's Children's Rehabilitation Institute, Media Resource Center.

Schneider, K. E., Rusch, F. R., Henderson, R. A., & Geske, T. G. (1981). Competitive employment for mentally retarded persons: Costs versus benefits. In W. Halloran (Ed.), Funding and cost analysis (Policy paper series: Document 8). Urbana-Champaign, IL: University of Illinois, Leadership Training Institute - Vocational and Special Education.

Summary of major findings of the U. S. Department of Labor sheltered workshop study. (1979). Amicus, 4(5,6), 276.

Titus, R. (1976). Bidding procedures and records (Work Improvement Series - unit five). Washington, DC: Goodwill Industries of America, Inc.

Titus, R. (1976). Establishing production standards (Work Improvement Series - unit four). Washington, DC: Goodwill Industries of America, Inc.

U. S. Department of Education, Office of Special Education and Rehabilitation Services (OSERS). [Memoranda regarding "Supported Employment" dated May 9, 1984 and September 5, 1984.]

U. S. Department of Labor. (1969). A study of wage payments to handicapped clients in sheltered workshops certified under the Fair Labor Standards Act. Washington, DC: U. S. Department of Labor.

U. S. Department of Labor. (1977, June). Sheltered workshop study: Workshop survey (Volume I). Washington, DC: Department of Labor.

U. S. Department of Labor. (1979). Study of handicapped clients in sheltered workshops (Volume II). Washington, DC: Department of Labor.

U. S. Department of Labor. (March, 1979). Sheltered workshop study: Study of handicapped clients in sheltered workshops (Volume II). Washington, DC: Department of Labor.

U. S. General Accounting Office. (1982, September). Better reevaluation of handicapped persons in sheltered workshops could increase their opportunities for competitive employment. Washington, DC: Government Printing Office.

University of Minnesota. (1971). Competency-based training principles, Minneapolis, MN: Author.

Vogelsburg, T., & Williams, W. (1983). Vocational services in Vermont. Unpublished manuscript, University of Vermont, Burlington.

Wehman, P. (1981). Competitive employment: New horizons for severely disabled individuals. Baltimore, MD: Paul H. Brookes.

Wehman, P., Hill, M., Hill, J., Brooke, V., Ponder, C., & Pentecost, J. (1984). Competitive employment for persons with mental retardation and follow-up five years later. Richmond, VA: Rehabilitation Research and Training Center, Virginia Commonwealth University.

Wehman, P., & Kregel, J. (1985). A supported work approach to competitive employment of individuals with moderate and severe handicaps. Journal of the Association of Persons with Severe Handicaps, 10(1), 3-11.

Wehman, P., Kregel, J., & Barcus, J. M. (1985). From school to work: A vocational transition model for handicapped students. Exceptional Children, 52(1), 25-37.

Wehman, P., Kregel, J., & Seyfarth, J. (1985). What is the employment outlook for young adults with mental retardation after leaving school? In P. Wehman & J. W. Hill (Eds.), Competitive employment for persons with mental retardation: From research to practice (Monograph Vol. 1). Richmond, VA: Virginia Commonwealth University, Rehabilitation Research and Training Center.

Whitehead, C. (1979). Sheltered Workshops in the decade ahead: Work and wages or welfare. In G. T. Bellamy, G. O'Connor and O. C. Karan (Eds.), Vocational rehabilitation for developmentally disabled persons: Contemporary service strategies (pp. 71-84). Baltimore, MD: University Park Press.

Whitehead, C. (1985). The sheltered workshop dilemma: Reform or replacement.

Winkley, W. (1984, October). World without workshops. Paper presented to the American Foundation for the Blind.

Wolfensberger, W. (1972). The principle of normalization in human services. Downsview, Toronto, Canada: York University Campus, National Institute on Mental Retardation.